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ABSTRACT

This report on California's higher education system and its Master Plan for Higher Education focuses on making California a fully multicultural democracy in which all are empowered to participate as equal citizens. The report is organized in nine sections the first of which is an introductory essay reviewing the background of the state's higher education achievements and the principles for the current review. The second section delineates the mission of the master plan. The third section discusses admission and transfers, including issues of access and minority participation. The fourth section outlines expansion and growth including the pressing need for greater capacity within the system. The fifth section discusses educational equity including state commitment, financial aid, equity for non-traditional students, faculty and staff diversity, and academic freedom and tenure. The seventh section, "Educational Quality," discusses cooperation with elementary schools and secondary schools; undergraduate education; graduate and professional education; quality in vocational education; adult and non-credit education; and assessment, accountability, and incentive funding. The eighth section explores higher education's role in California's economic and social development. A "concluding comment" urges the importance of the points presented. (JB)

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California Faces... California's Future

Education for Citizenship In a Multicultural Democracy

Joint Committee for Review of
The Master Plan for Higher Education

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California Legislature

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...because we all seek

a better quality of life for our children

now and in the future...

this report is dedicated

to Amelia.

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PREFACE

Education has been the heart of California's productivity, the source of much of our inspiration, and the hope of our many and diverse peoples. Built on the commitments of generations of Californians, our schools, colleges and universities offer a message of opportunity and freedom.

Always a state on the edge of change, California now faces the next century. Our economy is changing rapidly, marked by new relationships of production and distribution, new international challenges and opportunities, new technologies. California's agenda includes new sectors of innovation, new jobs, new skills and competences, newly educated men and women to lead and invent.

At the same time, our social order is changing dramatically as a new majority emerges out of California's many and diverse communities. Early into the 21st Century, California will be the first mainland state with a majority of nonwhite persons. A third of us will be Latino, a seventh Asian, a twelfth of us Black. All of us will live and work together, building a multicultural society.

This is the context in which we offer our report on California's system of higher education. Our report is a call to every legislator, educator, student, and citizen. It is an invitation to a new excellence and a renewed commitment to the traditional promises of education. It is a review of California's historic Master Plan for Higher Education; it is also a proposal for the future we can create.

Our analysis is lengthy, our recommendations many. Like all reports, it is a parade of institutions, programs, and policies. Throughout, it is animated by a singular vision: to enable California to become a fully multicultural democracy, in which persons of all races and ethnic origin have full opportunity, in which all are empowered to participate as equal citizens.

This is not a brand new agenda. In 1973 an earlier legislative Joint Committee asked that our institutions of higher learning reach out to underrepresented communities and ensure that their students reflected the ethnic, gender, and economic composition of the state. This was ratified by legislative resolution (ACR 151, Hughes, 1974). In this effort we have fallen far short. In the coming decade we cannot afford to fail again.

Some will be disappointed that we have not sought to fix blame for these failures. Instead we focus on our future, and our commitment to effectively address the issue of under-representation and empowerment. We renew our charge to our institutions of higher education and seek new ways to ensure success.

Our proposals build upon the commitments to quality and excellence which animate all teaching and learning. Our goal is the education of free and creative men and women, enabled to act with moral conviction, inspired to think critically and to live generously. Paulo Freire once wrote that education either "liberates or domesticates". We invite California to insist on an educational system which liberates and sustains our capacity to live together.

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California Postsecondary Education is organized through the provisions of a statewide Master Plan, formerly adopted in 1960. The Master Plan defines the missions and responsibilities, admission to, governance, and coordination of California's three postsecondary segments: the California Community Colleges, the California State University and University of California.

California's Master Plan is periodically reviewed to assess the success and adequacy of California's higher education in light of our state's changing needs. Reviewed once before by a Legislative Joint Committee in 1972-73, this current review is the second since the Master Plan was formally adopted. This review was prompted by specific concerns around the California Community Colleges, and by a more general concern regarding the capacity of our institutions of higher learning to respond to California's rapidly changing demographics.

The current review cycle was initiated by legislation creating an independent citizens Commission for Review of the Master Plan (SB 1570, Nielsen , Chapter 1507, Statutes of 1984), creating our Legislative Joint Committee for Review of the Master Plan for Higher Education (ACR 162, Hughes, 1984), and directing an initial study of the California Community Colleges (SB 2064, Stiern, Chapter 1506, Statutes of 1984).

The Master Plan Commission was directed to prepare and submit to the Legislature the first report on the Community Colleges, and then submit a subsequent overall report on the Master Plan. Our Joint Committee was instructed to review the Commission's reports and prepare our own reports to the Legislature on both the Community Colleges and the overall Master Plan.

Our Joint Committee received the Commission's Community College report "The Challenge of Change" in March, 1986. The Joint Committee presented its report "Building California's Community Colleges" in January, 1987. The Joint Committee report recommendations became the basis for Assembly Bill 1725, passed by the Legislature and signed by Governor Deukmejian in September 1988.

Our Joint Committee received the Master Plan Commission's report "The Master Plan Renewed: Unity, Equity, Quality, and Efficiency in California Postsecondary Education" in July, 1987. This comprehensive report was the focus of a number of our Joint Committee public hearings and became the basis of many of our own proposals and recommendations. We appreciate and commend the Commission members for their commitment and contribution. Where our report mirrors or repeats the Commission's recommendations we have noted it in the text.

This Joint Committee report reflects the work of the Master Plan Commission, testimony and analysis presented at more than 30 Joint Committee hearings, three conferences sponsored or co-sponsored by the Joint Committee, our own staff analysis and Committee dialogue, and the invaluable contributions of the California Community Colleges, the California State University, the University of California, the Association of Independent California Colleges and Universities, faculty, administrators, students, and representatives from California's many communities. This report reflects, then, the kind of cooperative commitment with which all Californians can help sustain and build the educational system we need and deserve.

A note on language and text: This report reflects the policy proposals of a bi-partisan committee of both houses of the legislature. It aims to identify and forcefully articulate the fundamental policy direction for higher education debate into the next century. Although we anticipate that much of our report will become the subject of legislative action in the future, much of what we intend can properly be carried out by the educational institutions themselves. Our language is therefore direct, often involving the legislative "shall (do)..." as a way of clarifying our intentions. We are mindful of the constitutional issues affecting the autonomy of the University of California -- and the consequent problems with directives to the University of California when embodied in legislation. Further, we acknowledge that implementation of many of our recommendations would require funding by the state, and cannot, as a matter of law and constitution, bind future governors or legislatures to specific expenditures. But here we are not drafting legislation; we are, rather, trying to be clear about the directions we believe all our institutions should move as we build our future together.

CALIFORNIA FACES...CALIFORNIA'S FUTURE:

Education for Citizenship in a Multicultural Democracy

I. Introduction

Any society is judged by the education it provides its people. The significance of education is found in the extent of its availability, and in the substantive changes wrought in the lives of educated men and women. For generations of Californians, indeed all Americans, a commitment to broad educational opportunity has been rooted in the belief that education substantially advances the democratic community. Through widespread opportunity and quality programs, men and women make their own lives more productive and satisfying, and become fuller participants in California's future.

For decades Californians have translated a belief in an educated community into one of the most astonishing educational systems on earth. An unprecedented investment of public and private monies, and the lifelong commitments of millions of persons, built a system of universal primary and secondary education, and a postsecondary system of opportunity, quality, and diversity.

This Joint Committee has been charged with reviewing California's system of postsecondary education, in light of California's emergence into the 21st century as a society of unique complexity and promise. In a state many think of as a nation, with the fifth largest economy in the world and a social and ethnic diversity rare for a society of any size, what higher education is needed? What personal, social, economic, and even national goals are sought through our educational system? How do we serve the many and diverse needs of our people?

We start with an appreciation of what we have built together. Beginning shortly after the second World War, Californians made an investment in higher education unparalleled anywhere in the industrial world. The number of public post secondary institutions grew from 66 to 134 (106 California Community Colleges, 19 campuses of the California State University, 9 campuses of the University of California). The combined student population grew from 162,000 to over 1,800,000. There are more than ninety private and independent colleges and universities, adding their resources to California's educational and research base.

By the 1980s, over 15 percent of the nation's college population was in California. By 1985, one of every five Americans enrolled in a community college was enrolled in a

California Community College; one of every eight federal research dollars granted to American universities was being spent in California.

Those are the institutional facts. But there is a deeper social and cultural fact: Californians have been united in support of this remarkable system. Education has been the arena where private lives and public benefits were created together. Out of literacy has grown employment, out of both degree and non-degree programs grew careers and reinvestments of money and time and imagination. Out of research grew entirely new facets of an ever-expanding economy. And out of the empowering of millions of our people has been built a more productive and viable democracy.

California's commitment found its formal expression in the 1960 Master Plan for Higher Education. Here was the state's commitment writ bold: we shall meet the educational and research needs of our people. Widely regarded as the world's model for comprehensive planning, the Master Plan was animated by two central themes: the need to provide adequate place and opportunity for the (then) expected swelling numbers of college-age Californians, and the necessity of defining the multiple and different missions of California's systems of public higher education.

These themes remain central concerns in our current review of the Master Plan, for the questions of place and opportunity are again the major issues confronting California. But much has changed since the original Master Plan. New challenges define the need for educational opportunity; new public needs inform our analysis of the proper roles and missions of our systems of higher education. New demands for excellence and equity must be met.

It has become commonplace to note that California is undergoing a momentous social and demographic transformation. We continue to face dramatic growth in the general population, from 27,000,000 persons to more than 32,000,000 by the turn of the century. More important, a majority of our citizens will be persons of color early in the first decade of the twenty-first century. Already a majority of Californian students attending our public schools are non-white. One of every six current elementary students was born outside the United States. By the year 2000 more than a third of all school-age children will be Latino, one in eight will be Asian, one in twelve Black.

Sometime between 2000 and 2010 Latinos will constitute over 30 percent of the general population, Asians 13 percent, Blacks 8 percent, Whites less than 49 percent. By the end of the following decade one of three Californians will be Latino, one in seven will be Asian. At the same time, 3/4 of our retirees will be white, and approximately 60 percent of our work force will be persons of color.

California's demographics are clear and compelling. Other lines of development are also clear, and sobering. Over a third of Latino and Black youth drop out of school before the 12th grade. In 1986 only 4.5 percent of Black high school graduates, and 5.0 percent of Latino graduates were eligible for admission into the University of California. Less than 30 percent of the Latino or Black students entering either the University of California or the California State University will graduate in five years. This means, in real numbers and persons: of every 1000 White students entering the ninth grade in a California school, 56 will receive a baccalaureate degree from a public university within five years; of every 1000 Asians entering the ninth grade, 176 will receive a BA, and the comparable numbers for every 1000 Black and Latino students are 16 and 14 respectively (Master Plan Commission Background Data).

Any mapping of these developments, when joined to the statistics on illiteracy, unemployment and underemployment, would show an unsupportable future for California, one of _de facto_ educational, economic and social apartheid. Entire communities -- growing in numbers, families, the need for resources and employment -- are currently excluded from the educational tools with which they can contribute to their and the state's future. The current numbers indicate an emerging social catastrophe, one of an ever-widening gap between communities who are well-educated, employed, wealthy and comfortable, and other communities who are undereducated, unemployed or underemployed, excluded, and alienated.

The California Economic Development Corporation's recent report, _Vision: California 2010_, puts it succinctly: "If we do not educate all our people for tomorrow's jobs, our society could become increasingly polarized between the rich and the unskilled." Arguing that such polarization is unsupportable, _Vision 2010_ says that "No issue will be more important for sharpening our competitive advantage, spurring overall growth, and for ensuring that the benefits of that growth are shared by all Californians, than investing in ourselves."

The California Economic Development Corporation's view reflects a broader consensus emerging across our state. We need to move towards a shared vision of an educated society, in which the private and public sectors acknowledge the need for a better and more broadly educated people. We are encouraged by the initiatives undertaken by the CEDC and groups in the private sector, as business seeks to partner more effectively with education. We encourage the development of these partnerships and welcome the participation of the private sector in identifying California's problems and seeking innovative educational answers. All our people are served by our broadest partnership.

At first glance there is no dilemma in serving California's diverse people through our current system of education. Under the rubric of "equal opportunity", the state offers the formal place and then the mechanisms of advancement through the system. After high school the structure of opportunity remains open, through the California Community Colleges, the California State Universities, and the University of California. There seem to be places enough, chances to make it, location for those who have already achieved and those who have promise.

But we know, and the state must acknowledge, that the older logic is not sufficient. In practice, in the lives of too many of our people, it does not hold, it does not convince, and it no longer works. It offers solace to those who wish for simplicity; it gives excuses for failure, locates the blame where it is easiest: on the students and their communities. If the consequences were on the margins, restricted to a few who drop out or who fail to make it in, then the state might continue to call out "opportunity", and accept the casual manner in which some are found winners and others losers.

But the results are not on the margins, and the consequences are shared by us all. Too few persons complete college; too few realize their full potential as productive participants in the the California dream. Adult illiteracy approaching 20 percent threatens the viability of our workforce and the productivity of our state. Labor shortages are predicted in most California cities, particularly in technical and professional areas. The numbers of permanently unemployed or underemployed deny us much needed talent, provide a constant drain on public resources, and pose a profound moral dilemma for a culture committed to equality. The state is threatened with a permanent underclass, mostly Brown and Black, increasingly marginalized economically, socially, and politically.

We believe in an alternative vision of equity and real opportunity, economic growth and social peace. California must cherish and welcome all of its people, recognizing our multiculturalism as a unique and rare historic opportunity. And we must organize and inspire our educational institutions to respond to our new majority with moral vigor and imagination.

The history we Californians make together during the next two decades will not be made exclusively through our schools, colleges, or universities. But our Joint Committee was charged by the Legislature to review whether our higher education system is prepared to successfully meet the needs and aspirations of our people in the coming decades. In light of the transformation through which California is now moving, and the imperative to create a future of growth and equity, we call our report "Education for Citizenship in a Multicultural Democracy".

Our approach draws on the oldest traditions in American culture and education, and locates those traditions in our contemporary context. We take the older ideals of a democratic education, one which is available to all and which enables everyone to fully participate in the society, and translates them into appropriate commitments for a multicultural California in the 21st Century. Any society of diverse peoples is "multicultural", but not all multicultural societies are fully democratic. It is our historic challenge to insure that this society fulfills its traditional democratic promise under radically different conditions than before.

Democracy has always promised relationships of civic equality between its citizens, rooted in a more fundamental idea of moral equality. Civic equality means more than having legal or political rights; it means having the capacity to participate fully in society. Democratic citizens should be literate and informed; they should not be marginalized by their exclusion from the economy. California cannot sustain a future in which large numbers of men and women have rights but little else.

So we seek an educational system which imaginatively insures that the full benefits of learning are available to persons now in the margins. We want programs of outreach and encouragement which move beyond the formality of "opportunity" to insure the access and success of all students. We want opportunity backed up with programs and resources.

An education for a multicultural democracy means, then, an education for everyone in our multicultural society -- to the full extent of his or her capacities and inspirations. But it also means an education to responsible citizenship in a multicultural democracy. It seeks to build the civic habits which will enable us to live together generously.

Democratic citizenship has always meant sharing responsibility over the future, whatever the divisions between us. This assumption of responsibility always depends upon a fundamental human claim: I am with these others, my fellow citizens. No democracy succeeds for long without that commitment. Democracy needs a sense of community.

This is essential in a society as diverse as ours. We are a society of immigrants, each making a significant contribution, each becoming part of California's future. We need an education which teaches us about each other. If education to multicultural democracy enables each of us to develop our own capacities, it also insists that we recognize that we share California with each other.

We ask, then, that our universities and colleges share with us a deepening commitment to build the programs and realize the promises of a truly multicultural democracy. This is a commitment to a democracy which acknowledges and appreciates its cultural diversity, and understands that our future demands a sharing of social, economic, and political power between both sexes and among different racial and ethnic groups. Beyond a sharing of power is a celebration of culture, the embracing of difference, the appreciation of what has hitherto been thought of as "foreign". Our model is the cosmopolitan city, alive with individuality and diversity, a congery of neighborhood villages growing tolerant, developing a richer community.

So, we seek new initiatives and new arrangements which will make educational opportunity real and substantive, and lead to achievement and empowerment. We seek new commitments to an undergraduate general education which prepares students for living in a multicultural society. We seek new diversity and continued excellence among the faculty. We seek new forms of financial aid and student services which help assure success. We seek refined standards and criteria for admission, new guarantees for transfer, new programs of cooperation. We seek new commitments to research and scholarship and creative work among the broad diversity of the state's institutions. At the same time, we reaffirm our commitment to much of what is old, tested, traditional, and we honor what so many have labored to create.

California must judge the adequacy of our complex and elegant systems by their service to all our people, and especially those most in need. We should be proud of our colleges and universities because of their ability and capacity to educate broadly and deeply amongst all our citizens. This does not mean any abandonment of the traditional claims of excellence and world-class research, or any attempt to rob the institutions of their diverse commitments to professional education, scholarship, quality undergraduate teaching. What this does mean is an historic commitment to locate themselves as public institutions (and private institutions serving the public good) in this particular public, the people of multicultural California.

California is not alone in this historic task; we are not the only society grappling with building a democracy which acknowledges its cultural diversity. Canada, Switzerland, India, Kenya, Belize -- all grapple with the dilemmas and conflicts of building coherent societies which honor individuality and diversity. Lands of two or more languages, ancient tribes and recent confederations; these are commonplace about the globe. And all face the same great challenge: to forge a creative and productive society of mutual respect and accommodation.

We say all this to self-consciously locate ourselves historically, to accept that our challenge is not parochial, not narrowly our own. The whole world looks to California for much that is new; our University systems and our Community Colleges are the envy of the world. And now the world looks to see how we will meet the challenge of our new multiculturalism.

We have also reviewed our systems of higher education in light of California's broad needs for research, and in light of the continuing contribution of our scholars, teachers, and artists to our economic, social, and cultural life. In the sciences, the humanities, and the social sciences, California's research scholars must continue to serve the public need for knowledge. In addition to questions of national and international significance, and issues defined through the agendas of their disciplines, we seek to enlist the help of California's scholars on the provocative issues of California's economy, environment, immigration, employment, and regional development.

At the same time we recognize that California's economy and society are now truly global, linked in myriad ways to the Pacific Rim, Latin America, and well beyond. New industrial organizations and new technologies rapidly redefine jobs and entire economic sectors. So in economic, scientific, and social matters, we seek ways for the universities and colleges to respond rapidly to a changing environment of enormous complexity. The new economic and social order makes our need for innovation in education more than a nicety; it is essential to our state's future. Language study, cultural study, international economics and politics; these are all part of education's new agenda.

We call, then, for educational institutions which assure success for more Californians, for research in the public interest, and for educational programs which engage our students and the great issues facing California and the world. At the same time we acknowledge a profoundly personal element in everything we propose. We seek faculty and students who will inspire each other, returning throughout their work to the oldest impulse in education: to know oneself more fully and consciously. California will need more than skills and technique with which to create our future; we will need moral conviction and person commitment.

There is a symmetry here. We insist that our institutions serve the full diversity of multicultural California, and that their programs empower our students to build a healthy and productive community. This depends on the most subtle and difficult aspect of education: its capacity to inspire men and women to devote their imagination and talent to our common life. Our task here is to provide the setting and the context in which education can proceed.

II. Mission

Any Master Plan begins with the broadest claims regarding the missions of the institutions in our system of postsecondary education. These policies frame everything else which matters; they create the context within which the Governor and Legislature fund and support the programs and projects of the schools. Beyond broad policy direction, Mission statements express our analysis of the needs of California; our delineation of mission expresses our view of how best to meet those needs.

As we have argued above, California's colleges and universities find themselves in the midst of a major social transition. This is important: educational institutions do not stand outside the social process, recipients of the dynamics of economy and politics which empower some communities and marginalize others. As any parent can tell us, the colleges and universities are pivotal in the efforts of men and women of all races and economic background to become productive citizens.

Our delineation of mission begins, then, with an acknowledgement that our educational institutions share a deeper Mission beyond any division between them: to provide unparalleled educational opportunity and success to the broadest range of our citizens.

This claim would be impatient of debate were it not that the provision of this opportunity is expensive and complicated -- and made all the more complicated in a society of deep racial and economic division. It is not sufficient for us to provide the formality of opportunity -- the schools are open for all to "earn" their way into them -- when the realities of unequal preparation and treatment make it extremely difficult for men and women of color to enter or succeed. "Opportunity" is beggared when fewer than 900 black high school graduates in our entire state are eligible for the University of California, when only 674 Black and Latino persons transfer from the 106 Community Colleges into the University of California, and when only 4,468 Blacks and Latinos are among the 27,761 Californians who transfer into the California State University (all figures for 1986).

We call therefore for a new and historic engagement between our universities and our schools to facilitate the entire process of education from early childhood to adulthood. In short, and as we shall elaborate, all of California's educational institutions must share a commitment to work together to ensure that all parts of the system work for all Californians.

Of course the mission of all our colleges and universities is to educate, to provide the setting and the occasion for men and women of whatever age or ethnic origin to develop their minds and their skills, broaden their spirits and even enrich their souls. The issue before us is where and how that education can best take place for which students, and how to make available the resources adequate for it. We have four "segments" of postsecondary education, three public and one private -- all available to our people. But for whom is each available? And what relationship is there between the different missions of the segments and their differential provision of education?

At present there is a perception of hierarchy between the missions of the three public systems. We regard this notion of hierarchy to be misleading and wrong. Each "segment" plays a vital role in California's future, and we must afford equal honor to each. The common ground and genesis of their existence is that they are all public institutions, created and sustained through the support of working Californians. Each institutional segment shares a public trust, then, which unifies them beyond specific Missions. Each ought to be equally honored; each has a unique contribution.

It should be axiomatic that our California Community Colleges are central to the success of California's entire educational effort, and to the future economic and social well-being of California. With hundreds of thousands of Californians enrolled in community college transfer courses, hundreds of thousands in vocational courses, and tens of thousands more in language and skill courses, the community colleges are an integral and indispensable part of California's economic and social infrastructure. Sadly, this truth is often honored more in the breach than by strong support. There is a bad irony here: the community colleges reach the students with the least privilege, and the state provides them the least resources with which to do their essential work.

The California Community Colleges are the gateway to equity, providing access to top quality lower-division transfer and vocational education. Their role as academic institutions of the highest quality makes them the centerpiece of California's elaborate system of higher education. And, if we honestly look at the broad needs of our state for a literate and trained population, for job-skills retraining, English language instruction, remediation, and for open access to academic and vocational work, our California Community Colleges deserve to be fully equal partners in both status and support. The comprehensive mission of these colleges ought not reflect all that is "left" when the other institutions have been set on course, but ought to reflect the priority we afford the broad education of the great majority of our people.

Accessible, open, available to more than 1.3 million students a year, our community colleges have a comprehensive mission. This mission must include as a primary element the provision of lower division general education, liberal arts and science education of equal or superior quality to that offered in either university system for all those who choose to pursue a baccalaureate degree. Students who seek to transfer must be guaranteed that their success in community colleges will insure their entrance to the universities.

Further, the community colleges play a pivotal role in the provision of quality vocational education leading to employment in an economy of increasing complexity and rapid change. Indeed, the community colleges must assume a primary responsibility over the provision of vocational education, working closely with the adult schools and private providers to ensure the broadest access to adult education.

Remedial education, English as a second language, state-funded, non-credit adult education and fee-supported community service education will continue to be essential and important functions of the community colleges. In all these areas, the offering of the colleges are essential for the continuing health and successful integration of citizens into the society.

And finally, the mission of the community colleges must include the colleges' responsibility to understand the pedagogical needs of their widely diverse students, and to better understand what helps or hinders students' achievement in the colleges. It is therefore appropriate that the state recognize and support community college institutional research concerning students and their learning.

The University of California is the premier research university in the world, virtually without parallel in its gathering together of creative scholars and the associated technology of research. It is also the public institution of most difficult access, extremely selective (especially when compared to other public institutions of comparable size in the nation), and widely perceived to be the route to the most guaranteed social and economic success. The University of California is, in effect, a national university located here in California.

It is our conviction that the University of California must remain the premier research university, that its role is crucial to the economic and social development of the state. The University's research scholars and scientists are a critical part of the "new social and economic infrastructure" through which California's economic competitiveness and social wealth are built, and the University's graduate and professional programs provide the State -- indeed the nation -- with a stream of talented men and women. We will argue later the State should reaffirm its commitment to strengthen these parts of the University just as the University needs to widen access to these programs for more Californians of diverse backgrounds.

The University of California's mission must continue to include, of course, the provision of quality undergraduate education made available to a wider spectrum of the State's peoples. As we will argue later, more energy must be focused on this component of the University's work, committing the University's great intellectual resources to a curriculum and program which engages and inspires our students. Further, we believe that the University of California shares with the other segments a broad responsibility to support those projects of public service with which education can be given a important civic impulse.

And finally, we believe that the University of California's mission must also include a broader responsibility to work creatively with the other postsecondary institutions and with the state's schools to ensure that the broadest range of students have access to its resources.

This responsibility must include the willingness to negotiate wider programs for the offering of the joint doctorate between the University of California and the California State University. We believe there is a need for advanced degrees among Californians who do not reside near a University of California campus, or where personal and work situations do not allow full-time university residency. Especially in the fields of education, health sciences, and engineering, the University of California can respond to this need by facilitating the provision of joint doctoral programs with the California State University. While the CSU does not offer an independent doctorate under the current provisions of the Master Plan, it is advantageously positioned to participate in a range of joint doctoral programs serving the needs of the state.

We regard the California State University as among the world's premier teaching universities. We affirm the California State University's status as an equal partner in the family of California's colleges and universities, an absolutely crucial part of California's promise. Its capacity to offer high-quality undergraduate, graduate, and professional education gives it a unique and honored role -- especially as it reaches a broad range of applicants. The California State University's role in educating a wide variety of service professionals -- particularly teachers, educational administrators, health professionals and nurses -- is among its most treasured capacities.

The California State University has an essential responsibility over the granting of Masters Degrees, particularly for service professionals; these Masters programs serve a deep need for professional training. The California State University is also essential in its reach as a regional university. It has the capacity to provide critical and timely research into a wide range of California's problems. Moreover, the California State University is especially suited to participate in on-going projects concerning economic, social, scientific and cultural development in California's many diverse regions.

These multiple roles ought to be reflected in the explicit Mission of the California State University, and great honor afforded an institution which seeks to define new forms of scholarship and learning appropriate for a comprehensive university. While we would be concerned by a transformation of the California State University into another research institution, we need to acknowledge a certain artificiality in the current distinctions between a teaching and a research institution. Central to the role of any decent teaching institution is the research, scholarly and creative activity essential to the development of good teaching, and essential as a part of the education of students. The state should acknowledge this in the Mission of the California State University, and endeavor to support it.

Let us be more specific here. We intend that the state support research, scholarly and creative activities at the California State University if they are of the following kinds: first, scholarly and creative activities in the service of the university's instructional mission. Examples might be field research in preparation for new courses or programs, small grants to support summer research or scholarship to maintain currency in a field or discipline, short term fellowships to support creative projects for later performance or campus presentation. The governing logic in these instances is the legitimate need for creative intellectual work on the part of any teacher.

Second, we support research undertaken as part of the intellectual work of course and programs -- that is, research which directly involves students. Examples might be: intensive summer school programs in social science field research, ethnographic or oral history projects spanning several discipline-based courses, or creative art productions.

Third, we support research undertaken at the California State University when it studies an issue or problem relevant to the changing social, environmental, economic, or cultural life of any of California's many regions. The California State University already is engaged in a myriad of projects aimed at "local" problems -- underwritten by non-state funds in the main. The CSU has the capacity to engage in a far wider range of such projects, and it is clearly in the state's interest to support them. Examples might be: centers for the study of changes in local economies, or environmental and ecological problems; scholarly work on issues of vital public interest, like the sociology of immigration or the impact of new pedagogies on learning; conferences and publishing projects on issues of California history or literature. These are only examples; were the state to explicitly announce its concern to support such projects, it would liberate much talent within the CSU, and have the salutary effect of encouraging that talent to serve public ends.

The private and independent colleges and universities of our state are essential and valuable components of California's system of higher education. These colleges and universities graduate over a fifth of California's BA recipients, almost half of the state's doctorates, and 70 percent of the professional degrees. Their research universities are essential parts of California's intellectual and economic infrastructure, and their full participation in a wide variety of collaborative programs with business and public sector institutions is essential to our common future.

The 1960 Master Plan was largely silent on the role of independent colleges and universities. But we agree with the Master Plan Commission that the private institutions are integral parts of California's educational system, and State policy must acknowledge their role in the provision of a public good to our citizens. Thus, while our charge is, in the main, focused on our public institutions, the many private schools must be located in the future planning for the state's expanding need for higher education. We invite each of them to consider our analysis and recommendations as applying equally to them, and invite them to become ever more active partners in building California's future.

Finally, when we declare, as we shall, that all the segments share a public mission in their attention to the access and success of all of California's people, we are only highlighting what is already a contextual truth in all that the universities and colleges do: they are formed to serve the public. Under current conditions, however, this cannot be left abstract. The colleges and universities must work together -- and the state must support their work -- to reach out into the state's schools and communities to bring education into the lives of more Californians who are poor, non-white, disabled, on the margins.

This can be a focus for the current charge to develop projects of public service, to engage students and faculty alike. Our logic here is simple: the state pays enormously to support the work of those already served through its educational institutions; it is now time for those so privileged to participate in widening the opportunities for others.

//1// The missions of California's public and accredited private segments of education shall be as follows:

- All segments of education, from the elementary and secondary systems through to the California Community Colleges, the California State University, the University of California and the Independent Colleges and Universities, shall have as a primary and essential mission the provision of quality teaching and programs of excellence, thus facilitating the learning of all California's students. This commitment to academic excellence shall include providing students the opportunity to engage the moral and ethical issues central to their full development as responsible citizens.

- All segments of public education, from the elementary and secondary systems through to the California Community Colleges, the California State University and the University of California, shall have as a primary and essential mission guaranteeing the access and ensuring the success of currently underrepresented minority peoples in California. This mission shall be exercised jointly and severally, and programs in its name shall be supported by the state.

- The public and private elementary and secondary schools shall be responsible for academic and general vocational instruction through the 12th grade, including preparation for postsecondary instruction and general and academic preparation for their students' future participation in California's economy and society, and such adult instruction as the state is resolved to support. (MPC Rec. #2)

- The California Community Colleges shall offer academic and vocational instruction at the lower division level for both younger and older students, including those returning to school as their primary mission. The provision of remedial instruction for those in need of it and, along with the public school systems, instruction in English as a second language, adult non-credit instruction, and fee-supported community service instruction are reaffirmed and supported as essential and important functions of the community colleges. The community colleges shall share responsibility for vocational education with programs in the adult schools through explicit local agreements. The community colleges shall conduct, and the State shall support, such institutional research concerning student learning and retention as is needed to facilitate their educational missions.

- The California State University shall offer undergraduate and graduate instruction through the Master's degree in the liberal arts and sciences and professional education, including teacher education. The doctoral degree may be awarded jointly with the University of California or with a private institution of postsecondary education, provided that it is approved by the California Postsecondary Education Commission. The mission of the California State University shall also include a broad responsibility to the public good and welfare of the state, which shall be particularly exercised through projects and programs aimed at regional economic, social, and cultural development. Research, scholarship, and creative activity in support of its instructional mission, engaging students, or in support of its public service role, is authorized for the California State University and shall be supported by the state. The California State University shall encourage and support programs of public service for its students and faculty.

- The University of California shall offer undergraduate instruction and graduate instruction and professional education through the doctoral degree. It shall have exclusive jurisdiction in public higher education over instruction in the profession of law and over graduate instruction in the professions of

medicine, dentistry, and veterinary medicine. The University of California shall be the primary state-supported academic agency for research. The University shall maintain its program of university extension, including programs aimed at serving both rural and urban populations. The University of California shall encourage and support programs of public service for its students and faculty, as part of the University's broad responsibility toward the public good.

- **The independent, accredited degree-granting colleges, universities and professional schools shall provide undergraduate and graduate instruction and research in accordance with their missions.** (MPC Rec. #2)

- **The private, accredited occupational schools shall provide vocational instruction in accordance with their missions, and according to established accreditation standards.** (c.f. MPC Rec. #2)

- **The private, state approved and authorized schools shall provide undergraduate, graduate, and vocation/occupational instruction in accordance with their Missions and in compliance with the established state standards.**

III. Admissions and Transfer

Mission statements define the institutional structure of California's system of higher education, delineating the different roles and tasks of the segments. Admissions and transfer policies determine which Californians shall enter which institutions, how they might move through them, what different routes to achievement and fulfillment are really available. The Master Plan weds Mission and Admission, linking the differentiation of role to a differentiation of access.

The basic policies established in the first Master Plan had two clear intentions: to limit the initial enrollment in the two university segments, and simultaneously to insure that every person wishing instruction could find access through the community colleges. This proposal brought together two different notions of access: one which made access dependent upon high school achievement, and another which made it dependent upon a student's capacity and desire regardless of how he or she had fared in high school. The uneasy tension between these different notions was hidden under the idea that the quality of education would be the same within each of the three segments.

The coexistence of both forms of access expressed the insight, now commonplace, that achievement in primary and secondary school is not solely a function of native individual intelligence. Consequently, it could hardly be fair and equitable if access to publicly supported education was closed off to many, or made available only to those who had the initial advantages of better schools, greater family income, or social class.

In the end, the Master Plan did want it both ways: all would have access to higher education, but only a few would have access to the most prestigious institutions. This was partly a function of anxiety about numbers: if access to the universities was more open, the costs of supporting huge campus expansion would be excessive. It also issued from the view that achievement in high school was a reliable predictor of success in higher education -- a view not always sufficiently aware of the social bias implicit in the achievement.

The fundamental parameters of this system of dual access have remained in place for almost thirty years. The system is regarded as among the world's most fair precisely because it offers a variety of "chances" for students at different levels of preparation, and still holds out the ideal that success anywhere in the system can be translated into an equal opportunity to succeed in the career and life of the student's choice.

Credible and effective Transfer programs between California's community colleges and our universities are the key to this presumption. And the effectiveness of transfer programs depends, in turn, on a more equitable distribution of educational resources among the three systems. We will later devote considerable attention to restoring the Transfer system, and assuring the resources upon which transfer depends.

Here we will examine the current distribution of initial access to higher education, and at the means used to determine who shall benefit from the current structures.

A. Admissions and Eligibility

There are hardly any issues more important than admissions and eligibility, for behind the formality of the process are the hopes and prospects of thousands of California families. And the future of a viable multicultural democracy lies in those hopes and prospects being realized for many more of our people. If we are serious about insuring the full participation of all our communities in California's society and economy, then the structures which determine eligibility for, admission to, and success in higher education must be consciously designed to assure access and excellence for more than are currently served.

The original Master Plan sketched out two different eligibility pools for the two university segments: the top 12½ percent of each high school graduating class would be eligible for admission to the University of California, and the top 33 1/3 percent of each graduating class would be eligible for the California State University. These figures were -- at least in part -- arbitrary, as the University was in the late fifties drawing from the top 15 percent, and the State University drawing from the top 50 percent. Arbitrary, then, in two ways: they were based on the decision to restrict the numbers on university campuses as much as they were about "quality", and within those parameters they could only approximate a division between those prepared for university and those who were not.

To offset some of this arbitrariness the two senior segments were given the flexibility to admit up to 2 percent of each freshman class (later expanded to 4 percent), on other bases than the strict eligibility criteria. Much more important, of course, was the notion that no student would be deeply disadvantaged by having to attend another segment than the most preferred.

But numbers which were once arbitrary become more; they become the basis upon which hundreds of thousands of California families encourage their children to work hard in school; they become the basis upon which entire communities work to gain access. As a result, they have become de facto entitlements to a scarce public good.

Because the educational goods are scarce, and because access to the most prestigious universities becomes prized well beyond the formal claim that all programs and campuses are equal, the question of how students qualify for admission becomes absolutely critical. The legitimacy of our entire system depends upon the conviction among our people -- and the reality -- that access is equitable, that the criteria according to which students are admitted are applied fairly, and that the definition of prior achievement and the instruments used to measure it really do provide a reliable indication of a student's chances of succeeding in the university.

There are many issues here. Before proceeding further, we should recognize some of the contours of our current situation. Despite efforts to the contrary, the three segments of higher education largely continue to reflect the economic and racial structure of California. In 1973 the Joint Committee for Review of the Master Plan for Higher Education recommended the following:

> Each segment of California higher education shall strive to approximate by 1980 the general ethnic, sexual, and economic composition of the recent California high school graduates. (Recommendation #24)

This goal was clear and unambiguous, and ratified by the Legislature though Assembly Resolution 151 (1974, Hughes). Plans were formulated in its service and new programs initiated. The results have been disappointing, as the segments have succeeded only in two areas: women and students from several Asian communities. In the communities of the poor, Latinos, Blacks, recent immigrant Southeast Asians and Pacific Islanders, the numbers reveal a continuing underrepresentation of major proportions. While Latinos and Black Americans comprise nearly 30 percent of our public high school graduates, they make up only 23 percent of first-time freshmen in all of public higher education. And their numbers are hugely concentrated in our community colleges.

The skewed distribution of students between the three segments reflects a genuine crisis in eligibility. In 1986, only 4.5 percent of Black high school graduates, and 5.0 percent of Latino graduates were eligible to the University of California (compared with 15.8 percent of white graduates and 32.8 percent of Asian graduates). And when 27.5 percent of all high school graduates were eligible for the California State University, only 10.8 percent of the Black graduates and 13.3 percent of the Latino graduates qualified for entrance to the California State University.

Eligibility only tells part of the underrepresentation. Once admitted, the odds of fully eligible Black and Latino students graduating from either the University of California or the California State University are appreciably lower than for other students. Fewer than 30 percent of Black students graduate in five years from the University of California; and despite recent increases in Black admissions, a recent study of Black students at UC Berkeley demonstrated that the numbers of Black students who graduate has remained roughly the same since 1978. Moreover, it appears that many of the Black and Latino students who drop out of college do so for reasons other than academic difficulty.

The result is that each graduating class is considerably less representative of California's diversity than the class of entering first-year students. And our overall record is much worse when we take into account that more than one third of Black and Latino high school students never even graduate from high school. This attrition problem is also acute in other communities of the poor, including Asian and Pacific Islander communities. (Indeed, one of the most significant insights we have gained from public testimony is an appreciation that within our Asian communities there are linguistic and ethnic minority people who are seriously disadvantaged by the perception that Asians in general comprise some imaginary "model minority". California does not even have an adequate census methodology for finding and accounting for the underrepresentation within these communities. The mythology also does a disservice to those it purports to describe, glossing over the trials and obstacles still encountered by Asian students from all communities.)

The contours of racial underrepresentation are matched, of course, by the income distribution among the students attending California's public universities and colleges. Forty-two percent of "financially dependent" student in all of California public higher education in 1986 came from families with incomes in excess of $36,000 a year. Almost 30 percent of all "financially dependent" students at the University of California in 1986 came from families with incomes in excess of $60,000 a year; yet over 40 percent of financially dependent students in the community colleges came from families whose income was below $24,000.

In at least one simple way none of this is surprising. Students from wealthy families and communities benefit from significant advantages in school preparation, the availability of quality programs, a network of expectations and demands which inform student expectations, and a privileged social environment in which there is a plausible connection between school success and personal success. Students who are poor, from rural areas or the inner city, or from Black or Latino or recent immigrant communities, enjoy few of these advantages. They are less likely to be eligible and less likely to make it through our system of higher education.

This cannot continue. We cannot afford to lose the talent and creativity of so many Californians, especially among those communities who will soon make up, together, a majority of the state. Our economy is dependent upon even more advanced training than is currently the case, and our social fabric depends upon an extension of educational success to more among us. We must recommit ourselves to the goal of having each segment of California higher education more fairly approximate the ethnic, gender, and economic composition of our state. Morality and social conviction join hardheaded economics in this recommendation.

Accordingly, we recommend that

//2// **Each segment of California public higher education shall strive to approximate by the year 2000 the general ethnic, gender, economic, and regional composition of recent high school graduates, both in first-year classes and**

> **subsequent college and university graduating classes. The governing boards shall determine policies and programs which increase the access of currently underrepresented students to first-time admission, and shall further determine policies and programs which better ensure retention and success through to graduation among currently underrepresented students. Further, the governing boards shall encourage and support programs within higher education which assist those in K-12 education who bear primary responsibility for ensuring the eligibility and education of California's students. The governing boards shall report to the Governor and the Legislature biennially on the status of these initiatives and their success or failure.**

The admissions process depends upon high school preparation and high school performance. Most fundamentally, our public schools must be organized to guarantee that every California student has the real opportunity to complete a course of study qualifying him or her for college work. The content and character of that course of study must fully engage the student's mind and spirit. We support efforts within our public schools to insist upon the development of a comprehensive core curriculum for graduation, and we insist that such a curriculum be available to every student.

This is no easy matter. There are high schools in California which lack the faculty to offer a full pre-collegiate course of study, and others which cannot offer enough sections for all their students. At a minimum, each of our high schools must offer the full pre-collegiate program, and fully advise and counsel student into those programs. In particular, the "tracking" of minority and disadvantaged students away from academic programs must stop. In 1986, only 23.8 percent of all public high school graduates had enrolled in a complete "a-f" course program leading to satisfaction of the University of California course requirements. This is not enough.

The availability of college preparatory courses, and the enrollment patterns of students in those courses, has been a central issue during the past three years of dialogue about the California State University's decision to impose new course requirements for admissions. We support the extension of the California State University's phase-in of these requirements, and insist that the California State University must continue to work cooperatively with our public schools to insure that these new requirements are not, implicitly or otherwise, a barrier to further university enrollment by poor and minority students.

When all is said and done, each high school must guarantee adequate course sections for all its students, and counselors must have detailed knowledge of the relationship between course offerings and university requirements. In another section we speak of the necessity of closer working relationships between the faculty and staff of higher education and the public schools. Here we can only anticipate the later point: public school counseling staff, administrators and faculty must be afforded regular opportunities to work collaboratively with their higher education counterparts to insure the availability of current information for every student with the potential and desire to benefit from higher education.

Collaborative efforts ought not stop at information. The higher education segments must work closely with our public schools to prepare students for admission to higher education. Particularly among underrepresented students, we need expanded academic year and summer bridge projects, bringing secondary school students onto college campuses and bringing university and college faculty into the public schools. Early outreach programs have been very successful: preliminary results show that over 27 percent of Black students who were involved in University of California outreach programs were later eligible for the University of California. Compare these numbers to the abysmal rate of 4.5 percent among all Black high school graduates.

The provision of adequate courses, good counseling, and innovative outreach programs is basic to offer real opportunity for our students. Beyond the courses and programs must be the motivation and substantive knowledge on the part of public school faculty and staff: to know and appreciate the new majority of our students, to welcome and inspire them, to be sensitive to cultural nuance, to appreciate and support the efforts of poor and minority families to insure the success of their children.

This knowledge and sensitivity comes out of close relationships between teachers and parents, between schools and communities, and is enhanced when public school faculty and staff are themselves more representative of California's wonderful diversity.

Accordingly, we recommend that

//3// **The Superintendent of Public Instruction and the local Boards of Education shall insure that all secondary school students have access to a core curriculum which meets the requirements of the University of California and the California State University.**

- **Local school districts, supported by the state Board of Education, and working with the Regents of the University of California, the Board of Trustees of the California State University, and the Board of Governors of the California Community Colleges, shall insure that every middle school and high school teacher, counselor and administrator has a clear and correct knowledge of university admissions requirements, and of guaranteed transfer programs in local community colleges, and is sensitive to issues of race, class, and culture in the lives of students. The Governor and Legislature will fund and support programs which provide cooperative education and professional dialogue between faculty and staff of the public schools and the postsecondary segments.**

- **The Governor and Legislature shall support the expansion of collaborative programs between the public schools and the postsecondary institutions which aim at better college preparation among secondary school students, including early outreach projects, student summer bridge programs, and academic preparation programs in the secondary schools.**

- **The University of California and the California State University shall continue the practice of enrolling students who are otherwise fully eligible and admissible but who have course deficiencies due to the unavailability of courses or sections in their high school, provided that such admission requires the student make up the deficiency. The admitting institution shall assist the student in making arrangements to make up the deficiency.**

Admissions Equity resides in reversing the advantages which are not personal, which do not reside in the student's intelligence, initiative or will. And equity in admissions requires a complex of approaches: some aiming to offset real differences in college preparation, some aiming to insure fair testing of college potential (and some aiming to insure just the ability to afford to take the tests), some aiming to guarantee explicitness in admissions criteria.

Without recapitulating the entire body of analysis and argument which fleshes out these many issues, we will make clear those policies which we believe make an admissions system fair and equitable.

First, We accept the University of California and the California State University's current practice of finding a place for every eligible student who applies; indeed, we believe that this practice should be guaranteed. In this way, what has been a central part of family and community expectations will be ratified and made sure. This provides a secure incentive for motivating our students.

Second, we affirm the current eligibility distinctions between the three public segments of higher education: the top eighth eligible for the University of California, the top third eligible for the California State University, and every student capable of benefitting from instruction welcome at a community college.

Third, we seek amendments in the determination of eligibility within the pools, and in the flexibility afforded the segments.

Finally, we want to note a proposal presented to us during the course of our deliberations: the generation of a second pool of eligible students based upon the top 12½ percent and 33 1/3 percent of each high school's graduating class. This was among the options considered when the original eligibility pools were defined. This proposal raises an issue of critical importance, one which we have not been able to resolve as a committee. That is, there are critical differences between high schools (and districts), in the percentage of eligible students graduating from those schools. Even among the top twelve and a half percent of many individual high schools, there may be extremely few students eligible for either the University of California or the California State University. This indicates a systematic underpreparation of even the best students in some schools.

We have indicated earlier that it is the responsibility of the primary and secondary schools to adequately prepare their students for higher education -- through providing adequate courses and talented teaching. But we believe that the universities and colleges must play a role in assisting the improvement of those schools whose better students are still underachieving. And we believe further analysis is required of the sources and implications of these systematic differences between schools in the preparation of eligible students. We want to note here the interest in this issue of the Senate Select Committee on University Admissions, who will likely examine the implications of alternative eligibility pools for university admissions.

Further, any discussion of eligibility provokes the need for a more comprehensive examination of how the preparation of students in all its dimensions relates to their success from matriculation to graduation. This requires the development of reliable data, and detailed conceptual work on the nature of eligibility. These are all tasks worth doing, and we urge such an analysis on the part of the California Postsecondary Education Commission.

Finally -- and essentially -- we want to affirm the historic and central feature of California's admissions policy: the open access to our Community Colleges. Indeed, this is a reaffirmation of the policy we affirmed last year in our community college report, and an affirmation of the Master Plan Commission's basic policy.

Accordingly, we recommend that

//4// **The California Community Colleges shall be open to all persons at least eighteen years of age capable of benefitting from the instruction offered. All community college students shall have access to the Community College of their choice without regard to district boundaries in accordance with legislation passed in 1987. The Governor and the Legislature shall ensure that access to the California Community Colleges is meaningful by funding and supporting programs which facilitate the greatest success for all students.**

The California State University shall guarantee admission as a first-time freshman to every student who ranks among the top third of all California high school graduates, with graduates of private and out-of-state secondary schools held to at least equivalent levels.

The University of California shall guarantee admission as a first-time freshman to every student who ranks among the top one-eighth of all California public high school graduates, with graduates of private and out-of-state secondary schools held to at least equivalent levels.

- **The California Postsecondary Education Commission shall conduct a comprehensive study, in cooperation with the Board of Regents of the University of California, the Board of Trustees of the California State University and the Board of Governors of the**

California Community Colleges, of student preparation in all its dimensions and subsequent student success. This study shall be completed by December 31, 1990, and the results communicated to the Governor and Legislature, particularly the Senate and Assembly Education Committees and the Senate Select Committee on University Admissions, along with appropriate recommendations.

Having ratified the parameters of eligibility, we are nonetheless concerned about the process and substance of how eligibility is actually determined. Within the broad confines of the Master Plan, each of our two university segments now determines its own admissions criteria, aiming to approximate the top eighth and top third of each graduating class. They do so in an iterative process with the California Postsecondary Education Commission, which does regular reports on the effects of admissions standards on the eligibility cohort. The operating definition of eligibility stays, however, in the jurisdiction of the segments.

Two issues concern us here. First, some are troubled by the current reliance on standardized test scores in the determination of eligibility. In arriving at a definition of eligibility, the universities combine a variety of factors, chief among them high school course patterns, high school grades and test scores. While it is widely recognized that high school achievement is a fair predictor of academic success, there is little consensus that standardized test scores predict success. And even among the test sponsors there is modesty in their claim for prediction, as they urge that the test scores be used only as adjuncts to other criteria.

The issues are, of course, how much weight ought test scores be given, and what is sought in using them at all. The test sponsors argue forcefully that test scores indicate important differences in preparation, rather than differences in innate ability, and that criticism of them ought more properly be directed at the school systems which prepare students unequally. But universities use them to provide a measure of individual students -- not school systems -- and weight them significantly. The indexes -- of test scores calibrated against grades -- provide a structure of evaluation, one which seems "objective" and fair.

But if the test scores fail to predict individual success beyond the first year, they may provide an illusory fairness. We note that the Academic Senate of the University of California is currently (1988-1989) conducting a study of the usefulness of standardized tests in predicting collegiate success, and we note the recent New York Federal Court decision outlawing the use of these tests for the determination of scholarships (on the grounds that the tests discriminate against women).

In light of doubts concerning the usefulness of the tests in predicting success, and in the anticipation of the completion of the University of California study, we urge some necessary protections in the use of the test. First, both the university segments must regularly review their use of standardized tests, both to assure their fairness and to determine their usefulness in predicting the likelihood of success in collegiate programs. Second, the California Postsecondary Education Commission, as part of its study of the relationship of secondary preparation and its relationship to academic success, should include an examination of standardized testing and its validity as a predictor of success. The results of this analysis, and any recommendations issuing from it, should be communicated to the segments and to the Legislature.

Insofar as standardized tests remain a part of the university admissions process, it is manifestly unfair to have students excluded from college simply because they fail to take the test. In 1986, the California Postsecondary Education Commission determined that .57 percent of high school graduates were ineligible for the University of California only because they had failed to take the tests. The reasons for not taking the tests vary, but prominent among them is the expense (or lack of information and knowledge about the availability of fee waivers). We must eliminate this barrier to admissions. Should tests remain part of the eligibility package, the state should guarantee funds to cover the expense of the tests for those students who are otherwise unable to afford them.

Beyond the test question is the general issue of supplementary criteria for admissions. This is one of the issues which drew considerable attention during the recent controversy concerning Asian admissions to the University of California. The issue, put simply, is: if supplementary admissions criteria beyond grades and test scores are used, who determines the criteria, how much a role ought they play, and do they inappropriately advantage one group over another?

We believe in the use of admissions criteria beyond grades and (obviously) test scores. We reiterate the Master Plan Commission's recommendation that "both segments shall consider criteria and procedures that recognize skills, talents, knowledge, and the potential for success." Each segment has an obligation to widen its admissions criteria to include the broadest range of evidence indicating a student's abilities and capacities for learning.

We are further committed to assuring the credibility and integrity of the process of determining such criteria. It must be fully public, there must be representation from the full range of ethnic and other groups, and everyone who participates must be sensitive to cultural differences among California's many communities. Moreover, there should be wide consultation between the responsible university personnel and representatives from the various ethnic communities in developing the processes for determining admissions criteria.

Further, it is axiomatic that all proposed changes in admissions criteria be widely discussed and analyzed before being adopted. At a minimum the California Postsecondary Education Commission should conduct detailed analyses on proposed changes prior to their enactment, insuring the broadest consultation between representatives from all of California's communities. And, once adopted, all changes in admissions criteria must be phased in with adequate advance notice to all middle and high schools in our state, to insure sufficient preparation on the part of both schools and students.

Finally, we support the long-standing policy of utilizing "special admissions" to reach out beyond the formal admissions guidelines -- in an effort to bring into our institutions men and women of talent who would otherwise be excluded. But without adequate support special admission students are given inadequate opportunity to find their own academic feet, establish themselves, and successfully complete their studies. Additional support services can make the difference in making the opportunities a genuine route to success, and thus increased services to special admission students are essential.

In a related matter, some of our members have misgivings regarding the use of special admissions to admit athletes, especially if those students are not supported sufficiently to ensure their graduation. The program of special admissions is to enroll students of diverse talents, not primarily admit athletes. We note the current review by the National Collegiate Athletic Association of practices and standards associated with the recruitment and enrolling of student-athletes. In our view, student-athletes are students first, and we believe our universities and colleges must better ensure that such students are progressing to graduation. Students whose talents bring honor to their universities are better honored by receiving an education of which they are proud.

Accordingly, we recommend that

//5// In determining the standards and criteria for undergraduate and graduate admission to the University of California and the California State

University, the Board of Regents of the University of California and the Board of Trustees of the California State University shall develop processes which shall, at a minimum, have the following features:

- The persons determining the standards, including supplementary criteria, for admissions shall be broadly representative of the ethnic composition of California;

- Those persons within the universities shall consult in a regular and on-going manner with representatives from California's different communities concerning the standards for admission;

- The standards and criteria for admission shall be sensitive to issues of race and ethnicity, and shall not discriminate adversely on the basis of race, ethnicity or gender;

- The standards and criteria for admission shall be well publicized throughout the state in the middle and secondary schools, and changes shall not be imposed without widespread and advance notice;

//6// In determining the standards and criteria for admission to the University of California and the California State University, the relevant bodies are strongly encouraged to periodically review the use of standardized test scores as a required part of the determination of eligibility, aiming to ensure that the tests are fair and unbiased in their content and application, and aiming to ascertain whether and how the tests serve to predict academic success in university and college programs.

- In whatever way that standardized test scores are used in the admission process, no one should be denied admission because of financial inability to take the tests. The Superintendent of Public Instruction and the governing bodies of the postsecondary segments shall insure that all students are adequately informed of available fee waivers from test sponsors. And beyond fee waivers -- should they prove inadequate to meet demand -- the

Governor and the Legislature shall fund a program providing test fees for students in financial need.

//7// In determining the regular admission criteria and standards, both segments shall consider criteria and procedures which recognize skills, talents, knowledge, and the potential for success and shall advise prospective applicants and school counselors of those criteria.

- Beyond the formal definition of regular admission, both segments shall continue to use special admission standards and procedures to enroll at least 4 percent of each first year class, intending to increase the participation rates of historically underrepresented groups. These students must be assured of adequate support services to facilitate their success, particularly through early outreach and summer bridge programs.

Finally, we acknowledge that initial admission to the University of California or to the California State University is always accomplished through application to specific campuses, and that much of the controversy surrounding the admissions process centers upon the redirection policy within each university segment. Because of limited space and significant increases in the numbers of applications, not all eligible students, once admitted to the University or the State University, can be accommodated at the campus of their first choice. This is especially true at the University of California, Berkeley and at the University of California, Los Angeles, and particularly in certain majors.

This problem -- of inadequate space on preferred campuses, in specific majors -- is not likely to get better in the foreseeable future. When Berkeley can only admit 990 first year students to its undergraduate engineering program, and over 1400 engineering applicants have grade-point averages of 4.0, many talented students are going to be disappointed when they are redirected away from Berkeley.

We have only one policy recommendation concerning this issue: when making the decision regarding redirection within each segment, university personnel should give preferences to students who are less likely to be able to attend another campus, due to family or financial considerations. Giving preferences to those students who are from low-income groups (or are the first in their family to attend college), and who have chosen a particular campus because it is near their home or is otherwise the only one practically accessible to them, would better assure the likelihood of their attendance and persistence.

Accordingly, we recommend that

//8// In the policy and practice of choosing which eligible first-year students are granted entrance to the campus and major of their first choice, preference should be given to those students whose economic and family circumstances would make it less likely that they would attend a campus far from home or otherwise inaccessible to them.

Finally, we cannot leave "Admissions" without reiterating a fundamental position which animates this and other sections of our report: more attention needs to be paid, in every segment of California higher education, to better assuring the ultimate graduation of every student who is admitted. To paraphrase one of our points in our community college report: There can be no real access unless it is linked to programs insuring success.

Graduation rates are too low. Only 60 percent of regularly admitted students graduate from the University of California in five year, 20 percent more graduating either later or from other institutions. This overall rate is better than the national average, but worse than selective independent universities. Within the California State University several campuses have seven-year graduation rates around 50 percent, but the overall rate in only 40 percent graduating in seven years. As we noted earlier, the numbers are substantially worse for Black and Latino students. At the University of California less than 30 percent Black and Latino students graduate in five years; at the California State University the percentage is even lower.

There is no simple explanation for these numbers, and comparisons between institutions can be very misleading. (Students at the California State University for example, are far more likely to have family obligations, than University of California students.) But adequately complex explanations still indicate the need for programs and policies which encourage student retention: better student services, more financial aid, dependable childcare, academic counseling and tutoring, adequate campus student housing, campus learning environments which welcome and encourage every student. We discuss these and other programs in subsequent sections of our report.

In light of the above, we recommend

//9// The Board of Regents of the University of California, the Board of Trustees of the

California State University, and the Board of Governors of the California Community Colleges shall determine and implement programs intended to facilitate greater retention of students through to graduation. Among those items the governing bodies might consider are the development of faculty mentoring programs, increased contact between faculty and students, and better monitoring of the counseling and advising available to students.

B. Transfer

Transfer is the promise at the center of California's entire system of higher education. The idea is deceptively simple. Wherever you start, whatever your past scores and grades, no matter whether you bring a history of "achievement" or the promise of your initiative and commitment: we will provide an opportunity for you.

What is the structure of the promise, its institutional expression? It lies in the relationship between the community colleges and our universities, in the explicit assurance that success in an appropriate community college course of study will result in admission as a third-year student in one of our universities.

The assurance is made, of course, to students whose eligibility is clear, who could have chosen to go to a university directly after high school. The same assurance is made to students who had no initial university eligibility, yet who have now demonstrated the intelligence and the will to succeed.

The transfer promise was the real innovation of the original Master Plan. Having sharply differentiated between the respective institutions' Missions, and then sharply differentiated their eligibility pools, the Master Plan sought to assure that every student still had broad access to top quality lower-division undergraduate instruction.

The original transfer programs aimed at students who were university eligible, or nearly so, and offered them an attractive, cheap, local alternative to heading off to university. A successful transfer program could relieve the enrollment pressures on the universities in the first two years of undergraduate instruction, and the original Master Plan explicitly depended upon the community colleges to absorb a healthy percentage of students who might otherwise seek to enter our universities directly.

At the same time the transfer program became a central and essential part of California's commitment to equity. Offering a "second chance" to students who sought it, the transfer programs gave otherwise excluded students a way back into our educational system. This element of the Master Plan legitimated the other parts: initial access to the top schools could be quite restrictive if there were available alternative ways into them later.

This promise worked for many students for the better part of two decades, although the numbers of underrepresented students who made it through the "second chance" pipeline was never very large. Three developments conspired to bring trouble to transfer: the drop in graduating high school seniors during the late 1970's and early 80's; the drop in community college funding following the passage of Proposition 13 in 1978; and the increase in the percentage of university eligible students who chose to go directly to the universities rather than through the community colleges.

Transfer rates began to drop, then, and the spiral of decline continued through the 1980's until very recently. And yet, it was precisely during this time of decline that we most needed the transfer program to prosper, as historically underrepresented students moved into the community colleges in greater numbers. Needing access to effective transfer programs which would lead them into higher education, and on to degrees, professions, and careers, these students instead found themselves facing shrinking and neglected transfer programs.

Over 75 percent of all Black and Latino students enrolled in California public higher education attend our community colleges. The percentage who successfully transfer to the four-year segments has remained astonishingly low throughout the last two decades. Between 1980 and 1986, for example, no more than 14.1 percent of the transfers to the University of California any year were Black and Latino. In 1986, 84,536 Black student and 165,201 Latino students enrolled in California's Community Colleges; in that same year 189 Black students and 485 Latino students successfully transferred to the University of California.

The dramatic reversal of the failing transfer function is among our very highest priorities. Indeed, the Master Plan Commission regarded the renewal of a healthy transfer system to be the absolutely essential reform in California's system of higher education, and much of its work was aimed explicitly at enhancing transfer.

How can we do it? This question occupied the Commission for much of its life, and was a topic at several of our Joint Committee hearings. We have learned much from the Commission's deliberations, and from the expert and valued testimony of persons in the field. We will provide a variety of policy initiatives, as did the Master Plan Commission, in an effort to reverse the historic decline in transfer, and make this hollow promise whole once again.

The centerpiece of the Master Plan Commission's approach to transfer was the renewal of the so-called "60-40" policy. This refers to a ratio of upper-division to lower-division enrollment in our university segments, in which 60 percent of all undergraduate enrollment is in the junior and senior years. The idea is relatively straightforward: if this ratio is maintained, a number of upper-division positions (one third of them, by definition), are reserved for transfer students.

While the 1960 Master Plan did not legislate the 60-40 ratio as a rigid standard, it directed our universities to approximate that ratio by 1975. In fact, the combination of tightened eligibility pools and a large number of hitherto university eligible students going to the community colleges (and then successfully transferring) meant that both segments reached the ratio by 1975. Since then the California State University has maintained the ratio, while the University of California had moved to approximately 54/46 percent upper/lower division enrollment by 1986.

The Master Plan Commission recommended a return to the 60-40 ratio as a matter of state policy. In particular, it recommended an eight year process of reducing lower-division percentages at the University of California, and argued that future planning by both university segments should reflect the maintenance of the 60-40 ratio.

There are obviously two ways the 60-40 ratio can be maintained (beyond simply manipulating the upper and lower-division unit credit definitions): first, by restricting lower-division entrance to the universities; second, by increasing the transfer entrance to the upper division. The two tactics could go together, as restricting entrance would redirect eligible students to the community colleges, from which they would then presumably transfer.

The Master Plan Commission never explicitly chose one option over the other, yet it consistently used the language of "reducing" lower-division enrollment, and used the early 1960's experience of "redirection" as the instructive historic example. More generally, the Commission advanced the argument that a reinvigorated transfer program depends upon the enrollment of university eligible students in community colleges, and urged a variety of options to make community colleges more attractive to such students.

This argument led to great concern that the Master Plan Commission was implicitly arguing for a redirection policy which would deny university entrance to university eligible students. This was explicitly disavowed by the Commission, which also recommended, of course, maintaining the current definitions of eligibility. Further, the Commission made clear that the 60-40 policy was not a singular answer to reinvigorating transfer.

We agree that aiming to maintain the 60-40 ratio through increased transfers provides a necessary direction for the universities. And, while the existence of a ratio of 60-40 could be evidence of a healthy transfer program, the hard work remains in developing the detailed efforts to increase the numbers of community college students, especially currently underrepresented students, who are fully transferable to our universities. To this both the Master Plan Commission and we are totally committed.

Accordingly, we recommend that

//10// The Board of Regents of the University of California, the Board of Trustees of the California State University, and the Board of Governors of the California Community Colleges shall have as a fundamental policy the maintenance of a healthy and expanded transfer system. Both the University of California and the California State University shall have as a basic enrollment policy the maintenance of upper-division enrollment at 60 percent of total undergraduate enrollment. This goal is to be met through programs aimed at increasing the numbers of qualified transfer students from the community colleges. It shall be the intention of the Legislature and Governor to adequately fund and support those initiatives which enhance the ability of the community colleges to offer transfer programs of the highest quality.

- The California State University shall maintain its upper-division enrollment at approximately 60 percent of total undergraduate enrollment, and its planning documents shall reflect this policy.

- Beginning in the academic year 1989-90, the University of California shall increase the percentage that upper-division enrollment system-wide is of total undergraduate enrollment by one percentage point each year through the academic year 1994-95, until that

percentage reaches approximately 60 percent. This shall be accomplished through increases in the numbers of community college transfer students admitted to upper-division standing at the University, and planning documents shall reflect these expected increases.

- **The University of California, the California State University, and the California Community Colleges shall make annual reports to the Legislature concerning the status of the transfer system and related enrollment issues, including the annual numbers of first-year applicants, transfer applicants to the two university systems, students admitted at all levels, students redirected from campuses of first choice, students enrolled at all levels, and the retention of students previously admitted.**

Having argued that our transfer rates must increase, what are the means through which we can accomplish this? Both the Master Plan Commission and ourselves are already on record in our community college reports as supporting various initiatives towards this end, particularly the development of a unified transfer core curriculum. Indeed, we have been greatly heartened by the progress already made by the intersegmental Academic Senates in developing such a core curriculum.

Beyond the core curriculum, however, there are several essential elements of a coherent and effective transfer policy. The heart of such a policy lies in the explicit statutory guarantee that every student who successfully completes the transfer program in a community college shall have a place in an upper-division university program. This guarantee must operate for all students regardless of initial eligibility.

We are convinced by the success of programs in the Los Rios Community College District and elsewhere that explicit guarantees must be made to each student regarding specific programs and majors at specific campuses in our universities. On this model, every student entering a California Community College will have the opportunity to enter into an agreement between the student, the community college, and one or more university campus, that upon the successful completion of a prescribed course of study the student is guaranteed admission to the chosen upper-division campus and major. Such a guarantee assures the student that his or her work will lead directly to upper-division work, reduces the uncertainty of applications for transfer, and motivate the student via the commitment made back to him or her by the university.

Every California Community College must have such transfer guarantee programs with at least three University of California campus and at least five California State University campuses. The colleges and the university campuses are, of course, encouraged to develop as many such agreements as they can handle administratively. And, of course, a student would be free to apply to any other campus beyond the one with which she or he made the original agreement.

Under this proposal, access might take any one of three forms, all of which would provide quality lower division instruction and a clear route to upper division work. In a system intended to maximize student choice, not establish a hierarchy of institutions, we see all three routes as equally valid and pledge state support to ensure that this is true in fact as well as in theory.

The first route to upper division work is: Students eligible for the University upon high school graduation enjoy a statutory entitlement to a place somewhere in the University of California and California State University systems, depending on the level of their performance. (That is, those in the top one-third are eligible for the California State University; those in the top one-eighth are eligible for both UC and CSU.) This guarantee, however, is not for the student's campus of choice, and current competition makes it increasingly likely that many students may have to apply to several campuses or be redirected to a campus not of their first choosing.

The second route ensures that eligible students may attend the four year campus they prefer. To choose this route, students apply for freshman admission to the campus they wish to attend, but elect the option offered by that campus of attending one of the community college campuses with whom the university has developed a transfer program. For the most part, at least at present, these transfer programs tend to be organized regionally and depend on close collaboration among faculty in both institutions to ensure that transfer students receive preparation equivalent to that received by students attending the four-year institution. In return for the student agreeing to pursue lower division instruction at a stipulated community college, consistent with the provisions of the transfer program in place, the four-year institution saves a place in the college and (where possible) the major of the student's choice.

The third route may be elected by any student in California, whether originally eligible or not. In this option, the student expresses his or her choice not by applying directly to the four-year institution, but by seeking out a community college campus that has a transfer program and articulation agreements in place with the four-year campus the student wishes to attend for upper division work.

Once on the community college campus the student would have at least two forms of guarantees to choose from. Consistent with the provisions of the transfer program in place, those students who successfully complete a prescribed course of study in preparation for a specific major at a stipulated level of accomplishment would receive, in return, a guarantee of admission to the upper-division campus and major of choice. Those who complete the transfer core curriculum at the GPA required for admission as a transfer student are guaranteed a place in the four-year system -- the same guarantee extended to students eligible from high school. This third route thus provides, as the original Master Plan intended, a "second chance" for student whose high school preparation did not qualify them for admission to the highly selective four year public segments in California. And it does so by providing a guarantee that assures the student that his or her work will lead directly to upper-division work, and motivates the student via the commitment made back to him or her by the university.

Every student, therefore is guaranteed an upper-division place somewhere in the university system to which their work entitles them. Under the conditions of this guarantee to upper-division status students will have different options depending on their initial eligibility status, and/or depending upon which community college they attend. This is inevitable, given the diversity of upper-division programs and related lower-division community college offerings. But the guarantee of transfer to upper-division standing can make the community colleges much more attractive and viable choices, and assures students that the universities are keeping upper-division places available for them. As a necessary corollary, every university campus must initiate plans so that each college -- and major -- holds upper division places available for transfer students.

For those students who are initially eligible and admissible for the University of California or the California State University, their choice to attend a community college must not mean that they face later uncertainty regarding transfer. If admitted to either university system, they should be able to maintain university "membership" even if they choose to attend a local community college. They should have access to university facilities, have university student identification, understand themselves to be both a community college and a university student. (This program should be periodically reviewed, beginning two years after its initiation, to ascertain the related costs and other impacts of the program.)

Similar "concurrent membership" should be extended to those community college students who were not initially eligible for admission to the university, but who participate in the guarantee transfer program with specified grades and course completions.

The expansion of such programs of dual membership would ease the way for many community college students, and make the community colleges an even more attractive option for students.

Transfer guarantees are only possible when the designated courses and units are fully transferable, and when the faculty in the various segments have a full understanding of what their companion faculties are doing in similar disciplines and fields. California has fine examples where such understanding has been built, and there are current initiatives in our state to develop comparable course numbering systems and other mechanisms which will reduce uncertainty on the part of students.

The development of guarantees, a general education core curriculum, common course numbering systems, and carefully articulated lower and upper division courses across majors serves to unify programs of study across the formal boundaries of our different institutions. These efforts depend upon informed faculty, transfer counselors, and community outreach staff. Our community colleges and universities must work together to inform every middle school and high school student that these closely articulated programs and guarantees exist. And then our colleges need to assure that all community college students are counseled about their transfer options, their academic progress followed closely, and advised on a continuing basis.

We support the development of transfer centers and other counseling efforts aimed at insuring adequate information and monitoring, on every community college campus. Further, we support programs which formally link together counseling and academic advising personnel from our colleges and our universities, making them partners in common projects.

Finally, we support efforts to create informal and personal bridges between our community college students and our universities. Summer preparation programs between lower and upper-division work, inviting community college students onto university campuses and into university student activities, creative efforts at affording university affiliation even before formal transfer acceptance -- all are proposals aimed at making the movement from community college to university easier.

The positive effects of a reinvigorated transfer program are many: a real option for currently marginalized students to begin again, with promises based upon their work, and the invitation to university eligible students to choose the smaller classes and dedicated teaching of community colleges for their first two years of higher education. Everyone wins in such a situation.

Accordingly, we recommend that

//11// The transfer function shall be recognized by the Governor, Legislature, and the governing boards of each of California's postsecondary education segments as a central institutional priority of all segments of higher education.

- The state shall guarantee by statute a place in postsecondary education for all qualified California students who wish to attend. All students who successfully complete the transfer curriculum at the community college level shall be guaranteed by statute future enrollment as upper-division students at the University of California or at the California State University. The grade point average required of all transfer students shall be the same within each segment regardless of their original eligibility, and all such students shall be treated equally with continuing students for admission to the programs and majors of their choice.

- Eligible students who have applied for freshman admission to campuses of the University of California or the California State University and who are not admitted to the campus or college of their first choice, may choose to pursue their lower-division coursework at a designated community college. These students are guaranteed upper-division admission to the university campus and college of their first choice if they successfully complete the transfer curriculum, including a prescribed course of study and requisite grade point average, at the designated community college.

- Every community college district shall develop formal transfer agreements guaranteeing upper-division enrollment in specific majors for community college transfer students, regardless of initial eligibility, with at least three campus of the University of California and five campus of the California State University, such agreements to be phased in over a period not to exceed January 1, 1992. The community college districts are encouraged to develop such agreements as with many campuses of the two university segments as feasible. The Board of Regents of the University of California and the Board of Trustees of the California State University shall insure that all campuses of their respective segments participate in the program. Such agreements shall specify the prescribed course of study and requisite grade point averages which shall guarantee entrance to the program of the student's choice. The community college districts and the university campuses shall develop coordinated counseling services so as to facilitate these transfer agreement systems.

- The governing boards of each of the segments are strongly encouraged and expected to develop programs of concurrent enrollment and concurrent student membership across segmental lines, so that community college transfer students are afforded the rights and privileges of matriculating university students.

- The Board of Regents of the University of California and the Board of Trustees of the California State University shall ensure that individual university campus enrollment plans include adequate upper-division places for community college transfer students in all undergraduate colleges, and that each undergraduate college on each campus participates in developing articulation and transfer agreements with community colleges.

- The University of California and the California State University shall require students who are not regularly eligible for admission as first-year students (other than those admitted under special provisions), to complete the intersegmentally developed transfer core curriculum or its equivalent at a community college. University admissions offices can make exception to this rule under compelling circumstances. Those students who do complete the required courses with the requisite grade point average shall then be assured access to the California State University or to the University of California as transfer students with full degree credit for that coursework.

- The Board of Regents of the University of California and the Board of Trustees of the

California State University shall declare as policy that students from historically underrepresented groups shall be afforded priority in transfer admissions decisions, and shall design policies intended to facilitate their success in achieving transfer.

- The Board of Governors of the California Community Colleges, the Regents of the University of California, and the Trustees of the California State University, with appropriate consultation with the Academic Senates of the respective segments, shall jointly develop, maintain, and disseminate a common core curriculum in lower-division general education for the purposes of transfer. Such a core curriculum is to be designed and agreed to by January 1, 1990 with full implementation the following academic year.

- The Board of Governors of the California Community Colleges shall have the authority and responsibility to guarantee that all community college students have access to courses which meet the lower-division baccalaureate degree requirements of the California public universities. The Board of Governors, with the cooperation of the Regents of the University of California and the Trustees of the California State University, shall insure that all students are clearly and fully informed as to which community college courses and units are transferable and that requirements in the community colleges correspond to the requirements for, entry to, and success in, upper-division university coursework.

- The governing boards of the University of California, the California State University, the California Community Colleges, and the Association of Independent California Colleges and Universities and the State Board of Education shall be accountable for the implementation of formal system-wide articulation agreements and comparable courses numbering systems within and among the segments.

- Every community college campus shall maintain transfer counseling centers or other counseling services intending to counsel, advise, and monitor the progress of community college transfer students.

- The governing boards of each of the segments are strongly encouraged and expected to develop new programs of outreach, recruitment and cooperation between and among the three segments of public higher education, to encourage and facilitate the successful transfer of students between the community colleges and the universities.

- The Governor and Legislature shall provide the financial support necessary for the community colleges and the two public university segments to offer comprehensive transfer programs and supporting services essential to an effective transfer function.

- The chairs of the governing boards of the three public segments of higher education shall present annual comprehensive reports to the Governor and Legislature on the status of transfer policies and programs and transfer rates, indicating outstanding problems of or obstacles to, effective intersegmental articulation and coordination.

- The California Postsecondary Education Commission shall advise the Governor and the Legislature biennially as to: (1) the performance of all three public segments of California postsecondary education with respect to the goals and objectives of these recommendations regarding transfer, (2) the effective transfer rates between the different segments, (3) the adequacy of state support for these programs, and (4) further recommendations regarding the operation of these programs.

- The Governor and the Legislature shall monitor the success of the segments in achieving their targeted enrollment levels and in implementing these reforms. A substantial failure to implement reform, to achieve the 60/40 ratio by the designated dates, or to significantly improve the transfer rate of

historically underrepresented groups, shall precipitate legislative hearings to show cause why specific budget allocations should not be withheld pending full implementation of these goals and reforms.

IV. Expansion and Growth

There has been considerable debate recently concerning the future expansion of California's systems of public postsecondary education. This discussion is rooted in the recognition that many of our colleges and universities are already operating at capacity. Pressures for admissions to public institutions have increased, and any reading of the projected numbers of college-age persons over the next two decades leads to the conclusion that our current capacity is inadequate. Finally, our state's economic and social future may depend on further increasing the percentage of college-educated persons. We shall have to expand our system of higher education if we are to meet the needs and aspirations of our people.

Our review of the issue of expansion and growth follows several trajectories simultaneously, and our recommendations follow from several inescapable conclusions. First, California's population continues to grow at a rapid rate. From an estimated 27,000,000 persons today, our population will reach 35,000,000 before 2010. Migration from other states and from other countries means an ever-increasing flow of young persons entering our California public schools each year -- many aiming towards college.

More critically, the current projections regarding high school graduation numbers show a steep increase during the seven years following 1990, and then a continuing steady increase during the following decade. 260,000 young Californians are expected to graduate in 1990, and 350,000 are expected to graduate in 2000 -- an increase of 42 percent.

Population growth, immigration, increased numbers of high school graduates -- these factors alone compel us to acknowledge that the numbers of college-going Californians will grow dramatically between now and the year 2005. Depending upon whom and how you count (credit, non-credit, which private institutions...), there are at least 1,860,000 college-going persons in 1988 (1,200,000 students in the California Community Colleges, 340,000 at the California State University, 154,000 at the University of California, and over 170,000 at private and independent colleges and universities). We can easily foresee this number reaching 2,000,000 by the year 2005.

This aggregate number could be generated without regard to essential improvements in enrollment percentages from currently underrepresented communities, or with regard to equally essential increases in their retention rate within our institutions. So we must add the numbers based on programs and policies aiming to increase access of poor and minority students, and programs aimed at keeping more undergraduates in school. Add, then, whatever numbers emerge from the state's commitment to graduating higher percentages of students from high school, and the numbers which come from admitting fully qualified and needy students who come into California at college age from overseas.

Such addition has no offsets, no significant trajectories lowering the overall numbers. The numbers are staggering.

The University of California's expectation in 1985, using existing policies and projections as the basis for analysis, was for an increase of 20,000 additional students by 2000, and an additional 20,000 students between 2000 and 2005, bringing the twenty-year projection to 40,000 more students. These estimates are clearly too conservative, as the University has, in 1988, reached the level of enrollment originally expected in 1995 (that is, in three years gained already half of the originally expected twenty-year increase).

The University of California's most recent (October 1988) projections estimates that undergraduate demand will grow from the current 117,000 to 158,000 by 2005, an increase of 35 percent. To this number can be added the University's estimated growth in graduate demand, from 26,000 in 1988 to 46,400 in 2005.

The most recent (April, 1988) projections done at the California State University anticipate an additional 60,000 student to enroll in the CSU between now and 2000 (an increase of roughly 18 percent), and these projections do not correct for any increased participation or retention rates after 1990. We can easily expect another 30,000 eligible students to seek admission to the California State University between 2000 and 2005.

The California Community Colleges do not have a comprehensive projection regarding their future enrollment, as it is so dependent upon growth or contraction in the economy, resources available for English as a Second Language and remediation programs, and a myriad other factors. Based on current demographic data, the Department of Finance estimates a growth in FTE (Full-Time Equivalent students) from 615,000 in 1988 to 712,000 in 1997 - generating a minimum of 170,000 additional actual students in ten years. However calculated, the expected increase in high school graduation numbers, increased immigration, and rapid changes in the economy will lead to a major increase in demand upon the community colleges. In literacy and English classes alone the Los Angeles district estimates it could enroll 40,000 more students annually were funds available.

There is no way that California can avoid significant campus expansion within our three public systems. The best estimate from the private and independent universities and colleges is that they can absorb up to 10,000 new persons in their schools without major expansion themselves. (This is possible if the financial aid exists to enable those students to attend private colleges. We will argue later that this is one of many reasons why financial aid must be increased in California.) But this alone cannot solve the problem of increased need and demand over the next two decades.

Nor should the issue of demand be solved by further limiting eligibility within the four-year institutions. The current eligibility pools are de facto entitlements; beyond legalisms, they have become the basis for family, personal, and societal expectations, the fundamental promises upon which higher education has continued to seek -- and receive -- public support. In other words, we cannot solve California's problem of space by changing our definition of eligibility to a more restrictive formula, especially when we aim to increase the numbers of underrepresented students.

We have listened to arguments that the so-called 60-40 policy will have the effect of reinvigorating the transfer function, and that such an invigoration will have the net effect of lowering the entrance demands on the four-year institutions. This will happen, so the argument goes, not because of a policy of explicit redirection, but because an invigorated transfer function will draw more first-year students into the community colleges voluntarily. We have, in other sections of this and our prior report, committed ourselves to the reinvigorated transfer function, and we regard it as a central element in the future of the state's postsecondary system. But no system of voluntary redirection will significantly decrease the numbers of students at the four year schools, even though it may marginally affect the rate of increase in first-year attendees. If the transfer policies and programs of the systems are successful, this will further increase the numbers of upper-division students at the four-year schools.

The combination, then, of these different developments leads us to the conclusion that current estimates of enrollment growth are conservative, that the state will face a crisis of capacity early in the next decade, and then early into the next century. We will have to add postsecondary expansion to California's educational and budgetary agenda.

Translated into more concrete terms, California will have to build both new four-year university campuses and new community colleges before the year 2005. The location of these campuses must be decided both on the grounds of broad demographic developments and our commitment to effectively reach and serve currently underserved communities. We must take education to the students, particularly in light of the great financial difficulties poor and minority students experience when they go away to college or university.

In addition, we believe future growth will demand new and creative ventures: satellite campuses administered at a distance, off-campus sites for programs, new arrangements between the community colleges and the four-year systems. New patterns of enrollment deserve exploration -- where, for example, University-eligible students are offered University status and rights while attending nearby community colleges.

The capital costs of new campuses are enormous, yet the money we will have to dedicate to new school construction in California will constitute an essential investment in California's future. We know already that our primary and secondary systems will require significant expansion, and now we are adding postsecondary education to that agenda. To fail to do so because of financial fears now will only imperil our future well-being, our economy, and our society. We in the legislature must commit ourselves to a common program with the schools to seek cost-effective and efficient ways to finance this expansion.

But "cost-effectiveness" and "efficiency" cannot excuse what we must tell our fellow Californians: we must invest now for an educational system capable of meeting our needs and aspirations as a decent and democratic society.

We must note that the Master Plan Commission recommended that growth in the three public segments be "appropriate to the mission of each segment." We thoroughly agree. We disagree with the subsequent language of the Commission recommendation (#25), which suggests that growth in the systems be differentiated on the basis of one part of their (various) mission. Thus, the Commission argued that growth in the University of California occur to "accommodate approved growth in graduate and postgraduate instruction and the accompanying undergraduate enrollment." Similarly, the Commission argued that expansion in the California State University system ought to be based on "growth in demand for upper-division instruction and ... master's degree and the accompanying lower-division enrollment." And, community colleges growth, they claimed, ought to be based on demand for lower-division academic and vocational education.

The difficulty here is that the University of California expands primarily on the basis of undergraduate demand, within the parameters of the eligibility criteria which the Commission explicitly supports. This is true as well for the California State University. There is, moreover, no analytic basis upon which to judge "accompanying undergraduate enrollment" tied to graduate enrollment. We therefore do not concur in that part of their recommendation #25, and believe growth should be predicated on the full range of demand factors in each system's proper mission.

In the University of California, enrollment capacity at the nine campuses is estimated to increase from the current 153,874 (1988) to 196,950 in 2005. Undergraduate capacity is calculated to grow from 117,000 (1988) to 142,300 in 2005, an increase of 25,300 additional places in the eight existing undergraduate campuses. This is 16,150 undergraduate places short of the projected demand (158,450 in 2005).

This gap between estimated capacity and estimated demand goes well beyond the University of California, and threatens the viability of all three public systems. There is no available scenario which would allow the California State University system to accommodate the tens of thousands of additional students applying to its nineteen campuses, without serious additional expansion. And while "capacity" is harder to define for the community colleges as a statewide system, no one imagines their capacity to be able to handle the more than 100,000 additional students who will seek instruction in the immediate future.

How ought we address this projected gap between the needs of our state and the capacity of our institutions? For the problem is, we recognize, one of both institutional capacity and state resources. And while we cannot avoid significant expansion in the three public systems, we can suggest the parameters within which such expansion can take place.

First, we need a comprehensive and coordinated plan for expansion in all three public systems - with input and participation from the independent colleges. Such a plan can be coordinated by and through the California Postsecondary Education Commission, and can be the basis for setting statewide priorities within which each segment can plan its growth. We propose that all projected capitol outlay for new campuses be approved only through such coordinated planning.

Second, the development of a comprehensive plan needs to emphasize the creative use of existing facilities - regardless of formal segmental boundaries. We encourage the joint use of facilities - especially when underutilized by the "parent" agency. Agreements can be forged between university campuses (in either the University of California or the California State University) and local community colleges to use community college facilities for university undergraduate programs; community colleges with space problems could negotiate use of local university facilities - particularly for night courses.

Third, the elaboration of long-term development plans should have the refurbishing of deteriorating facilities as a priority (where this is not more expensive than replacement). In the rush to develop new facilities it is easy to let older ones languish, and many of our existing campuses need major renewal. This is especially true in the community colleges.

Fourth, the requirement that community colleges generate matching funds for their capitol projects should be abandoned. In our recent community college report - and in the Legislature which enacted its provisions into law - we acknowledge the community college's status as a statewide system. Now funded through the State, the community colleges deserve the same treatment as other state systems: that the State assumes responsibility for their growth. Quite aside from correcting an inequity, this proposal would make growth more sure within the colleges, integrating development plans into statewide priorities.

Fifth, the development of long-term growth at the statewide level must remain sensitive to local concerns. The issue of the impact of community expansion in local communities has been much in the news, and we heard sobering testimony regarding the dislocation in some communities when local campuses expanded. The University of California and the California State University operate as state agencies, responding to state policies and priorities. But this cannot mean avoiding local concerns over traffic, housing costs, water and sewer capacity, and environmental impact.

We believe that plans for local campus expansion must be brought through local planning processes and bodies - and good faith efforts made to reconcile local community concerns with campus expansion. Further, we believe that the state should mitigate the costs to local government when it is clearly demonstrated that expansion of university facilities creates a local cost neither absorbable by the local government nor reimbursable by the local campus. Finally, we believe that the California Postsecondary Education Commission's planning and review process should involve - as a matter of policy - the review of the environmental and social impact of campus expansion.

These are all elements of a comprehensive policy regarding the expansion of university and college facilities.

We must add a further point when discussing expansion -- one rooted in our analysis of past expansion efforts. That is: future physical expansion is an opportunity to define (in a quite tangible way) what educational values we truly profess. When the University of California went through its last phase of significant expansion, it self-consciously attempted to create alternative educational structures and programs. And so was born Santa Cruz, Irvine, and San Diego. Both the University and our people are richer for this diversity, despite a retreat from Santa Cruz's original promise.

When the California State University system expanded, it too often built on the models of its past -- building institutions which mirrored, for the most part, the existing campuses. Valuable efforts at innovation were initiated on several campuses, only to founder in the last decade. One of the ubiquitous comments we now hear from within and without that system, including from those deeply committed to it, is that its lack of real campus differentiation needs correction.

This new period of expansion is an opportunity for the University of California and the California State University to develop additional alternative educational models -- and embody an alternative in each of their new campuses. If a small and relatively poor state like Washington -- lacking even a sales tax to support its public programs -- can commit the resources to support an Evergreen State College, then California can surely add a similar diversity to its educational agenda. To fail to do so is to fail our future, for it is patently clear that a state as diverse as California needs a diversity of educational approaches. Not all students learn in the same manner, nor well, through the models currently operating in our state. It is thus our intention that each of the new campuses for the University of California and the California State University be designed explicitly and clearly as an alternative to the discipline-based undergraduate schools now defining that system.

Accordingly, we recommend that

//12// In light of current and expected population growth, and in light of the anticipated gap between projected capacity and projected growth in enrollment, the University of California, the California State University, and the California Community Colleges, in consultation with the California Postsecondary Education Commission, shall prepare plans for expansion within public higher education between the present and the year 2005.

- The planning for expansion shall proceed in the context of the California Postsecondary Education Commission's preparation of a comprehensive analysis of the projected statewide need for expansion in public higher education. In light of this analysis, and in consultation with the University of California, the California State University, the California Community Colleges, and - where appropriate - the Independent Colleges and Universities, the California Postsecondary Education Commission shall provide recommendations concerning coordination of expansion in all segments of public higher education through the year 2005.

- The California Postsecondary Education Commission shall, as a part of its coordination of a comprehensive expansion plan, provide an analysis of potential and possible options for financing expansion in public higher education, and provide such analysis to the Governor and Legislature.

- The location of any new campuses shall be determined in light of expected demographic concentrations and trends in economic development, paying special attention to the need to locate educational resources in proximity to currently underserved communities and regions.

- As part of the state's commitment to meet the educational needs of its residents, the current statutory cap on enrollment in the California Community Colleges shall be lifted, and the California Postsecondary Education Commission's planning analysis shall proceed on the basis of real expected enrollment within the community colleges.

- Planning for new campuses and the expansion of existing campuses shall be coordinated with plans for the use of existing facilities across segmental boundaries.

- The elaboration of long-term expansion plans should include provisions for addressing the deferred maintenance of existing facilities, where refurbishing such facilities is more cost-effective than developing new facilities.

- Planning for both the expansion of current facilities and new facilities shall be sensitive to the concerns of local communities, and good faith efforts maintained to honor local planning priorities. The state shall mitigate the costs to local government of campus expansion when it is clearly demonstrated that the cost is not otherwise recoverable.

- The development of plans for new campuses shall include planning for adequate housing for students, particularly in communities where local housing availability may be limited.

- The allocation of state funds for capitol outlay costs for community colleges shall not be subject to a requirement that local districts generate matching funds.

- In planning for new campuses, the Board of Regents of the University of California, the Board of Trustees of the California State University, and the Board of Governors of the California Community Colleges, acting with their respective Academic Senates (and in the case of the community colleges, with the locally elected boards of trustees), shall assure that the organization and programs of these campuses offer interdisciplinary and integrative approaches to learning, as alternatives to existing academic structures.

- In the development of plans for campus expansion within the three segments of public higher education, proper attention should be given to new and creative configurations between facilities of the three segments, including the development of a "University Park" which would tie together campuses of the three public segments in a shared physical location.

- The State shall support and fund the full development of new campuses and other expansion as is deemed necessary.

V. Governance, and Institutional Cooperation

We make no recommendations concerning structural changes in the governance of California's system of higher education. While we do believe there is a need for greater accountability within the segments, and between the segments and the Legislature representing California's people, the basic governing structures do not strike us as problematic. The real issues are about commitment and imagination within the structures, as we move to meet the needs and aspirations of our richly diverse people. When our continued economic growth and social development depends on meeting those needs, the basic charge is intellectual and moral.

We seek, then, commitments to new programs, policies, and practices from those who govern our educational institutions, along with commitments from the faculty and the students and ourselves. Our common charge is to be more visionary and bold in our design of policy and the structures which hold us all accountable. Successful governance will be judged by our capacity to use our existing structure shrewdly, driven by the need for substantial success in the target areas we identify. Innovation resides in crafting new ways of animating our institutions to new forms of excellence, not in designing new organizational charts.

The basic lines of authority and accountability in California higher education are clear. The leadership of each segment is given considerable trust. These boards, and the faculties with whom they share authority over the substantive direction of education, are finally answerable to the communities they serve. Their legitimacy and authority rests ultimately in how faithfully and well they serve those communities.

The coming decades will demand much of our governing boards; their decisions and polices will come increasingly under public scrutiny. This is to be expected, as the stakes are high in higher education. One issue which these boards will face is the degree to which they represent California's many communities -- not just in spirit but in actual persons. As California adult population changes, so will their expectations about who should govern the institutions which most matter.

Put simply, California's diverse communities have every right to see their own representatives in positions of power and authority. This will no doubt be true of California's elected officials over the next two decades, as men and women of color take their proper place in politics. No less can be expected of appointed governing boards. It is appropriate, we believe, for every governing board to be as diverse as California's adult population.

Nothing here is intended as a criticism of the current boards, who labor hard and with utter sincerity to discharge their public trust. We are simply recognizing the obvious: that Californians will vest more faith in institutions whose leadership more broadly shares their experience. This is just as it should be; the American Revolution was fought, after all, over the issue of representation.

Here our proposal is more modest; we recommend that

//13// **The governor should consider, in his or her appointments to the governing boards of public higher education, and the Senate of the California State Legislature should consider, in their consideration of gubernatorial appointments, the merit and qualifications as educational leaders of such appointments, and whether such appointments enable the membership of those boards to better approximate the gender and ethnic balances of the general population of California.**

Without major structural changes in Governance, there may be organizational moves worth making. One such move, announced throughout our report, is toward greater cooperation between the different segments. This is a direction in which both we and the Master Plan Commission wish the system to move. In its report, the Master Plan Commission wrote that "California's educational system is not unified." They went on to say that the state's educational system

> ...consists of many diverse institutions, organized under separate governing boards, that are heavily interdependent and sometimes cooperative but more often operate independently. There is strength in this independence, but we cannot meet the needs of an increasingly diverse California without enhanced cooperation among all our educational institutions. (MPC Report p.7)

We share the Commission's concern that California's segments of education, from "preschool to doctorate" be understood as one coherent system. And we share with the Commission a desire to support and enhance the policy cooperation between the segments. We are thus encouraged by signs of increased cooperation between the systems, particularly by the development of the Education Round Table. This voluntary organization brings together the Superintendent of Public Instruction, the Chancellor of the Community Colleges, the Chancellor of the California State University, the President of the University of California, the Chair of the Association of Independent Colleges and

Universities, and the Director of the California Postsecondary Education Commission.

It is extremely helpful, we believe, for there to be regular and sustained dialogue between those responsible for leadership in our educational institutions, especially in times of rapid institutional change. The Round Table serves this purpose admirably. Similarly, the Intersegmental Coordinating Council is more than a staff adjunct to the Round Table; it serves as a crucial statewide forum where faculty, program administrators, and system-representatives from all segments can meet and confer on program initiatives or shared projects. Seeking consensus, advising one another of the implication of segmental policy, devising new agendas - all these are valuable tasks.

The Round Table and the Intersegmental Coordinating Council are voluntary bodies, their deliberations as voluntary as their founding, and their recommendations are binding to the degree they are consensual and supported by the governing boards of the segments. To the extent that voluntary programs of cooperation can develop coordinated initiatives on equity, school outreach, curricular development, pedagogical improvement, and intersegmental programs, we applaud their development. As we will suggest, there are many areas in which such cooperation is needed.

At the same time, we note that the California Postsecondary Education Commission is currently charged with the oversight of many of the areas of cooperation proposed by some for the Round Table. And, unlike a voluntary association accountable to the segments, the Postsecondary Education Commission is an independent agency, charged with developing long-term policy, planning and analysis. This is appropriate, given the character of issues in which there is an overriding public interest, where an independent voice is needed.

In brief, then, we applaud the formation of the Education Round Table, and agree with the Master Plan Commission that the Round Table must assume its own responsibility for developing intersegmental programs in a number of areas. We do not share, however, the Master Plan Commission's proposal that the Round Table be understood as the operational linkage, but rather as one operational linkage. Further, we believe authority over a number of programs of intersegmental cooperation must remain with the California Postsecondary Education commission.

Accordingly, we recommend that

//14// The governing boards of the public and private institutions of postsecondary education shall recognize greater intersegmental cooperation as

> an essential component of their work. In the development of their annual segmental budgets and programs, the governing boards of the public segments of postsecondary education shall give due priority to intersegmental projects. Such projects shall be supported by the Governor and Legislature, preferably through the use of an intersegmental budget mechanism which distinguishes between intersegmental program resources and resources available for general segmental usage.

Accordingly, we recommend that

//15// The California Education Round Table shall be recognized as a body responsible for providing a necessary operational linkage for the state's educational system. Among the most pressing matters to be addressed by this body are:

- Establishing an agenda for practical and broad research into methods of improving instruction and reducing the dropout rate in the elementary and secondary schools.
- Establishing an articulation mechanism to eliminate obstacles to student progress through the system.
- Establishing a mechanism for mediating conflicts between institutions in the development of articulation and transfer agreements; each postsecondary segment shall, further, ensure that individual students have appeal processes available to them in the transfer program.
- Establishing a coordinated program for identifying and assisting qualified women and minority students to enter the college and university teaching ranks.
- Overseeing intersegmental programs, in cooperation with the California Postsecondary Education Commission, to foster equity throughout the educational system.
- Providing support for coordinated outreach programs in the public schools.

> - **Providing support for cooperative curricular development programs involving elementary and secondary teachers and college and university faculties.**
>
> **To assure the efficient and effective operation of the Educational Round Table, the members of the Round Table shall be expected to meet at least once each quarter of the year.**
>
> **As part of its continuing role as the coordinating agency for higher education, the California Postsecondary Education Commission will work cooperatively to develop projects with the Education Round Table. The California Postsecondary Education Commission shall report biennially to the Governor, the Legislature, and the segments on the activities and accomplishments of, and the problems or obstacles faced by, the Round Table in performing its tasks.** (MPC Rec. #1)

The Round Table is not an appropriate body for the determination of long-range policies requiring independent analysis, nor of the on-going assessment required of the systems. The California Postsecondary Education Commission already is charged with the comprehensive review of educational matters, and can provide an invaluable role in both long-range planning and on-going assessment. This role needs to be expanded and enhanced, and the California Postsecondary Education Commission needs to provide a more powerful voice for statewide educational policy.

The importance of a planning role for CPEC was recognized by the Master Plan Commission, who argued that

> Long range planning must take into account such matters as projected enrollment growth, undergraduate and graduate academic plans, faculty supply and demand, educational equity, facility and space standards, potential uses of new technology, funding sources, the need for student services, and the impact of one segment's decisions on the academic and financial health of the others.

While the Commission recognized that the Department of Finance "is the appropriate agency to prepare the projections for the public institutions on which current support and capitol outlay budgets are based," they went on to argue that the California Postsecondary Education Commission should take responsibility for "extending those projections to encompass all of postsecondary education..." In brief, the Commission was arguing that CPEC must widen the scope of planning to include more than the public Colleges and universities, tie policy for the public institutions to the broader context, and extend its planning role into the entire range of issues it now studies after the fact.

Beyond the enrollment projections, we believe it is appropriate for CPEC to take a more explicit lead in the development and coordination of long-range campus expansion plans within and between the systems. We made this clear in our recommendations concerning growth (see Recommendation 11). CPEC is currently charged with reviewing proposed expansion plans of the public systems, but this review always follows the analytic work conducted within the respective system. We think it more appropriate that CPEC be engaged from the very beginning in matters of campus expansion, that it play a role in coordinating the elaboration of a comprehensive development plan between the segments, and that its participation be based on more than enrollment and demographic projections. It is our judgement that CPEC requires a more comprehensive research capacity regarding issues of the economic and social transformation of the state, that it must understand its charge as the provider of the long-term vision of public good within higher education. To do this it needs more than enrollment figures; it must stand as an outside and independent voice in matters of campus and program development.

This does not mean a new governing role, competing with the faculties and administrators of the systems; it does mean the capacity to provide powerful argument and analysis when issues of program expansion and development comes into public debate -- or the capacity to provoke that debate when the public good is not being met. It also means a more central role in assisting the segments in reviewing methods of reducing costs. We will argue later that this role also requires a more comprehensive assessment function, and that this assessment function ought to be tied to a new system of incentive funding for the state's colleges and universities. (c.f. Section VII. F. below)

Accordingly, we recommend that

//16// **The California Postsecondary Education Commission shall have broad responsibilities with regard to long-range planning in consultation with the segments. Such responsibilities shall include the proper coordination between the different planning agencies within the segments so as to settle questions of planning methodology; the** coordination of segmental long-range plans into a shared statewide higher education development plan; annual preparation of detailed 20-year projections of postsecondary enrollment in the public and private sectors at all levels of instruction, built upon the projections prepared by the Department of Finance; annual preparation of relevant economic and employment analyses to assist the segments in future vocational education planning. In these, and other, responsibilities and studies called for in this report, the California Postsecondary Education Commission shall be provided adequate staffing and funding to successfully initiate and complete their work. (c.f. MPC #24)

Further, we agree with the Master Plan Commission that

//17// The California Postsecondary Education Commission, in cooperation with the Department of Finance and the Legislative Analyst, and in consultation with the segments, shall regularly review methods of controlling state-supported costs of postsecondary education and for the elimination of waste and unnecessary duplication. These reviews shall include a careful examination of ways in which unused capacity in California's Community Colleges and in California's independent universities and colleges may be employed to accommodate enrollment growth in the undergraduate and graduate levels and thus reduce costs to the state's taxpayers. (c.f. MPC Rec. #26)

Finally, we agree that the California Postsecondary Education Commission has an important role to play in the analysis of the different budget formulae used by the different segments in the allocation of state funds. We agree that the "state's budget formulas must be reexamined periodically to make certain that they do not have unintended and undesirable results." Therefore we agree with the Master Plan Commission that

//18// The California Postsecondary Education Commission, with the assistance of the Department of Finance, the Legislative Analyst, and the three public segments of postsecondary education, shall regularly examine the formulas used to budget state support for each of the public segments. The objective of these studies

> **shall be to make recommendations to the Governor and Legislature about ways to eliminate incentives for excessive spending, eliminate differences in funding formulas that are not justified by differences in role and mission, and maintain an equitable allocation of state support among the three segments. These studies should also include determination of costs by level of instruction for all three public segments. (MPC Rec. #27)**

VI. Educational Equity

A. The State's Commitment

California is on the threshold of becoming a state in which the majority of our people are non-white. Our future economic, social, and cultural health depends upon fully welcoming our forthcoming majority. California must appreciate this unique opportunity to develop a model multicultural community, and we must commit ourselves passionately to it. We need, in particular, to develop plans and strategies to ensure that persons of color have genuine access to, and success in, the institutions of economic and social mobility. We need all our people to become full participants in the California enterprise.

The Master Plan Commission was unambiguous in its commitment to new programs and guarantees regarding educational equity. We agree with their straightforward claim that "Educational equity must be a central priority for our educational institutions." They go on to argue that

> There must be total commitment to equity as our postsecondary institutions strive to create environments that give each person, regardless of race, sex, age, or economic circumstances, a reasonable chance to fully develop his or her potential. (MPC report, p.5).

The Commission observes that "Educational equity goes beyond the legal guarantee of access to education. It is an environment of fairness and responsiveness..." We agree with this assessment, and join with the Commission in calling for programs and policies which aim to increase the responsiveness of all California's campuses to our students. The Master Plan Commission identifies four areas of special concern:

-- Diversification of the undergraduate and graduate student bodies;
-- retention rates, particularly among underrepresented communities;

-- faculty diversification;
-- outreach programs.

These dimensions of equity have a common core: our moral, social, and economic need to insure greater participation and success by minority and poor students in higher education, to reverse the current dismal trends in exclusion and alienation. The Master Plan Commission make it clear that these issues must be at the top of the educational agendas. We accordingly recommend that

//19// Educational Equity consists of ensuring an educational environment of fairness and responsiveness, one in which each person, regardless of race, gender, age, disability, or economic circumstance, has a reasonable chance to fully develop his or her potential. Equity is developed through programs which seek to ensure the widest participation of Californians in education, so that men and women from our diverse communities are afforded access and offered the opportunity for success.

Educational Equity must have the commitment of the Governor, Legislature, the segmental governing boards, college and university administrations, faculty, students, the California Postsecondary Education Commission and the California Education Round Table and be a principal element in every aspect of institutional operations:

o Each segmental governing board must exercise continuing oversight of its institution's effectiveness in achieving educational equity. They must hold faculty and administrators accountable for and committed to the success of each institution in achieving equity, and themselves accept accountability to the people of California. They must regularly assess and evaluate institutional progress toward equity, requesting reports by campus that rate (1) diversification of the undergraduate and graduate student bodies, (2) retention rates, with emphasis on underrepresented and special action students, (3) faculty diversification , and (4) outreach efforts. They shall biennially report to the Governor and Legislature on progress made toward achieving educational equity. (c.f. MPC Rec. #7)

The Master Plan Commission goes on to recommend performance funding mechanisms which would assist the segments in achieving equity, and we will later address the parameters of such funding mechanisms. But here we need to raise another more fundamental funding issue.

The substance of equity is the guarantee of opportunity and the provision of programs which facilitate the success of a diverse body of students. That is, California's educational system is truly equitable only if it offers a fair and plausible chance to persons of promise wherever in the system they find themselves. Differences between the quality of the opportunities afforded persons in different institutions are minimized in an equitable system. This was what was envisaged in the original Master Plan, with the idea that California's Community Colleges would offer lower division instruction equal in quality to that offered by the "senior" systems.

This notion of equal chances afforded students in different segments is only real if there are adequate faculty and staff supports and facilities, programs and curricula throughout the entire system. We must acknowledge that the provision of these elements of quality education is now unequally distributed, that the three public systems offer very different levels of support for very different students. Put bluntly, California expends -- per capita -- the most money on those students who are the most privileged.

We might rationalize the differentials in functional terms if it were simply a question of the provision of research facilities for students in the research university. But the differences go far beyond such "functional" differentials. In the areas of student services and counseling, where the most needy students are in community colleges, the state has not provided funds at all equal to those spent in the other systems. In other student support services and academic support facilities (libraries, audiovisual aids, etc.), the community colleges lag far behind the senior systems. In 1984-85, the California Community Colleges received $262 per ADA "student" for student services, while the California State University and the University of California received, respectively, $755 and $982.

The long-term effects of such topsy-turvy differentials in state support are necessarily bad for our state; they continue to widen, rather than narrow, the gap between persons who are advantaged and those who are not. California must reverse the spending gap in a variety of areas if we are to be serious about providing opportunity for the widest number of our students. The Master Plan Commission acknowledged the importance of providing equally for the different systems when it called for studies which would recommend

> ways to eliminate...differences in funding formulas that are not justified by differences in role and mission, and maintain an equitable allocation of state support between the three segments. (MPC Rec. #27, p. 42).

The implications of this recommendation are profound, for it means that the state must justify differentials on the basis of the instructional mission of the segments. And on this basis, adequately meeting the need among students for counseling and tutoring, transfer information and career advice, would entail making equitable the current system in which the richer institutions are systematically provided the most resources. The issue is, obviously, not resolved by taking needed resources from the universities, but through increasing the funding of community college programs to equitable levels.

Equity begins, then, with the state's commitment to make opportunity a reality, by insuring the provision of adequate resources for all three systems of public education.

Accordingly, we recommend that

//20// **The California Postsecondary Education Commission, in conjunction with the examination of budget formulas called for in Recommendation 17, analyze the effect of the differential provision of educational resources between the three systems of public higher education, paying particular attention to the effect of such differentials on the opportunities afforded students for access, achievement and success.**

- **The California Postsecondary Commission is to prepare a plan by December 31, 1989, for the development of the above study, such plan to be the basis for legislation offered in a subsequent year funding such a study, to be completed by December 31, 1990.**

Even as the state is determined to provide adequate resources for equity programs, we want to emphasize that such programs are not to be separate from the general programs of the institutions. To speak of equity programs as we have been is to speak broadly of the entire range of programs which make education available to students of different backgrounds. In this analysis, equity is linked directly and intimately to quality. But beyond the obvious need to provide quality programs, what else is needed to ensure equity in California's systems of higher education?

We will speak soon of financial aid, faculty diversity, older and part-time students. But beyond the programs and the money is a broader issue of climate and context. We have been impressed with the reiteration of some common themes from students of color: that racism remains a genuine and troubling problem on California's campuses, that men and women of color are not made to feel welcome, that the best intentions of programs and professors often founder on the deeper problems of racial bias, systematic misunderstanding, and old-fashioned prejudice.

It does no one any good to deny these things. Persons for whom the persistence of racism is news have experienced nothing or remembered less. The evidence lives in the experience of too many Californians. And the result is the discouragement of too many Californians, whose talents and energies are critical for our common future. But how can we bring the issues of race and alienation into the public dialogue in a continuing way, and tie the analysis of programs and projects to the broader question of sensibility and climate? We believe there is a need for an on-going public body charged with addressing the entire question of educational equity, but drawing primarily upon the experiences and expertise of the communities of Californians who are Latino, Asian, Black, disabled and the disadvantaged.

Such a body -- an independent Task Force on Educational Equity, convened as a standing subcommittee of the California Postsecondary Education Commission -- would have the responsibility of conducting analyses of the effectiveness of programs and projects aimed at educational equity, advising the segments on the design and implementation of such programs, advising the California Postsecondary Education Commission in its on-going analysis of educational programs affecting minority communities, and giving a continuing public voice to the concerns of minority communities. Such a task force would deliver its own independent analyses of equity issues to the Legislature and Governor, and would render an annual report on the status of educational equity in California.

More broadly, the California Postsecondary Education Commission task force would have the responsibility of convening representatives of the different segments in an on-going effort to change the current climate and context, and then be charged with reporting to the Governor and Legislature concerning the effectiveness of such efforts. To realize these goals, the California Postsecondary Education Commission must have adequate funding to both study equity issues and enter into joint sponsorship of pilot projects in the segments.

According to the above considerations, we recommend that

//21// The California Postsecondary Education Commission shall establish a permanent task force on educational equity, whose members shall

be representative of the broad diversity of California's population. This task force shall prepare annual reports to the Governor and the Legislature on the status of educational equity and the success of campus-based and system-wide equity programs throughout California's educational system.

- **Within ninety days of receiving the task force's report, each house of the Legislature shall convene an appropriate forum to consider the findings and recommendations of the report. In preparation for these meetings, the Legislature may form a temporary joint committee on educational equity to conduct public hearings concerning issues raised in the California Postsecondary Commission's task force report.**

- **Every major study and decision of the California Postsecondary Education Commission and of any of the governing boards of higher education shall have an explicit educational equity impact component.**

Of special concern to all of us is the fact that in recent years, public and private postsecondary educational institutions within the state and throughout the nation have been subject to escalating acts of intolerance and violence against individuals based upon race, ethnicity, sex, religion, and sexual orientation. It is critical that California's public and private postsecondary educational institutions strive to remain intellectual havens where individuals with different perspectives, ideas, and cultures are tolerated and provided opportunities for freedom of expression.

Each higher educational institution in California, should maintain a "fair and open environment" which means an environment in which all students, faculty, staff, and administrators are encouraged to realize their potential and are free from practices, events, or activities, whether intentional or not, which perpetuate stereotypes and which discourage the participation of a person on the basis of real (or perceived) race, ethnic background, national origin, religious beliefs, sex, age, disability or sexual orientation.

In light of the above, we recommend that

//22// **The Board of Governors of the California Community Colleges, the Trustees of the California State University, and tha Regents of**

the University of California, and the governing body of each private postsecondary educational institution, shall require each campus under their respective jurisdictions to develop campus policies designed to encourage an appreciation for all individuals, regardless of their real or perceived race, ethnic background, national origin, religious beliefs, sex, age, disability, or sexual orientation, including procedures for preventing, reporting, monitoring, evaluating, and responding to acts of prejudice, hatred, and violence (including rape).

- **The Academic Senates of the California Community Colleges, the California State University, and the University of California, in cooperation with the governing bodies of these systems, shall establish programs to promote racial and cultural sensitivity and understanding in instructional and counseling programs including the consideration of efforts to promote this sensitivity and understanding in the evaluations of faculty and other instructional staff, and revising codes of conduct applicable to faculty and other instructional staff to incorporate procedures to prevent and respond to acts of prejudice, hatred and violence (including rape).**

B. Financial Aid

The most fundamental and successful part of California's commitment to educational equity has been our state's commitment to the public funding of higher education. For generations, Californians have been able to anticipate that they or their children could go to college, pursue a trade, upgrade skills, or gain professional licensure, all at a low or moderate cost to the family or the student. This policy has been an important incentive for California's students to do well, a basis of expectations and planning for California's families, and a foundation for the enormous flowering of intellect and creativity which had made California a bountiful place.

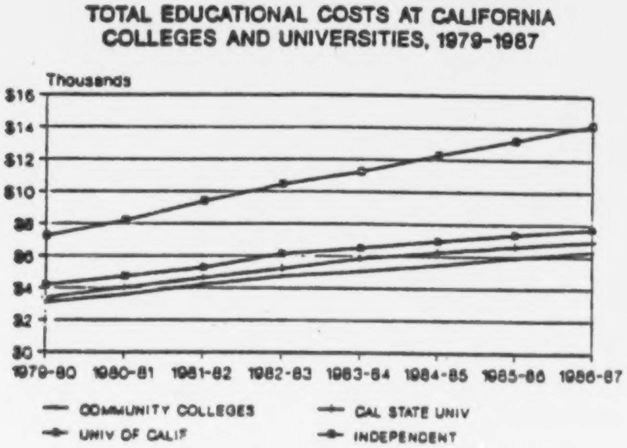
This tradition was reaffirmed by the Master Plan Commission, as it has been reaffirmed by the Governor and Legislature on many occasions. While student fees have increased considerably in the past two decades (at the University of California, for example, average student fees have moved from $247 a year in 1967-68 to $1,482 a year in 1987-88 -- a twenty-year increase of 500 percent), the Master Plan Commission reminded Californians that

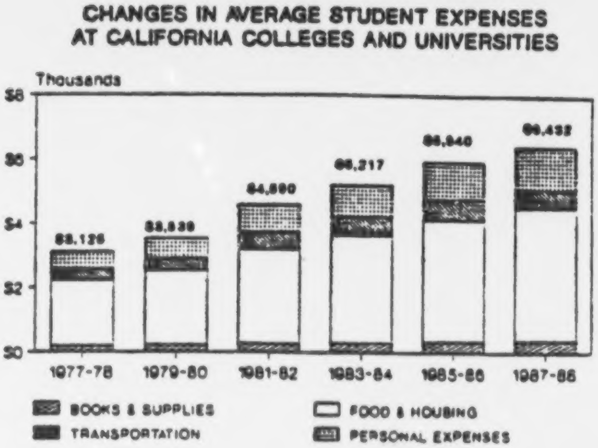
"Recent legislation has ... established that fees should be low and any changes in fees should be gradual, moderate, and predictable." We want to join the Commission in recommending that

//23// **The State shall reaffirm the long established principle that the provision of higher education in all the segments shall be tuition free to all residents of the state. The State shall continue to exercise its primary responsibility for funding postsecondary education, and students shall continue to pay a portion of the cost; but student charges shall not be changed substantially in any single year. Fees shall be maintained by the state and governing boards in a constant relationship to state support within each segment, and fee increases that do occur shall be waived or offset by financial aid for needy students.**

The provision of Financial Aid has been, of course, the companion piece to the relatively low pricing of California higher education and has significantly expanded postsecondary educational opportunity in the state. Without this help hundreds of thousands of students -- most of them from low-income and ethnic minority groups traditionally underrepresented in postsecondary education -- would have faced a significantly reduced chance of studying beyond high school. The expectation has been that the combination of federal and state grant programs, joined by loans and work study, would provide sufficient financial support so that, in combination with parental and student contributions, each qualified student who demonstrated financial need could attend the institution of his or her choice.

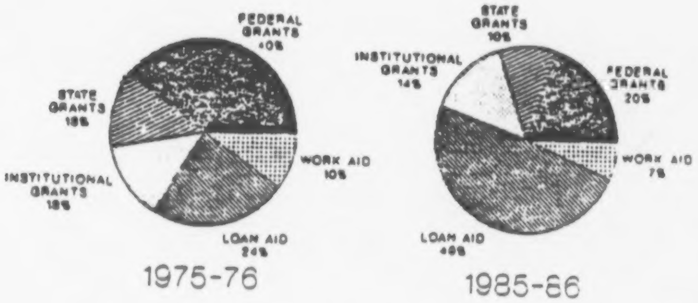
The past ten years has shown a steady increase in college costs. Despite the state's commitment to low college costs, and a "no tuition" policy for costs of instruction, the total average educational cost (combining student fees, housing and living costs, transportation, books and materials, and personal expenses), more than doubled at the California State University between 1980 and 1987, growing from $3,410 to $7,164, and nearly doubled at the University of California, growing from $4,210 to $8,121. During this same period, average educational costs at independent institutions more than doubled, increasing from $7,152 to $15,126 annually. This was a higher rate of increase than either inflation or the growth in family income. There were differences between the segments, but what is most striking is how trivial are those differences (see the charts next page):


TOTAL EDUCATIONAL COSTS AT CALIFORNIA COLLEGES AND UNIVERSITIES, 1979-1987


CHANGES IN AVERAGE STUDENT EXPENSES AT CALIFORNIA COLLEGES AND UNIVERSITIES

At the same time that costs have risen, the financial aid available to students has not kept pace. Both in percentage of average costs and in the numbers of awards (relative to increased enrollments), financial aid has not been able to maintain the same levels of support as a decade ago. And there has been a dramatic shift in the kind of financial aid students have available to them. Increasingly, loans have replaced grants -- at both the federal and state level. This shift, illustrated in the following chart, has been reflected in a dramatic three-fold increase in student and graduate debt in the past eight years. These trends jeopardize student access to higher education. Both the lack of adequate financial aid funding and the shift from grant support to student loans discourage low-income students from pursuing a postsecondary education.

TRENDS IN CALIFORNIA STUDENT AID BY TYPE OF AWARD


1975-76

1985-86

California must confront, then, three issues when thinking of financial aid: First, California's grant programs do not adequately meet the extent of need. In 1987, only 17,400 new Cal Grant A awards could be offered, while more than 53,000 applicants met the criteria for need; only 9,250 Cal Grant B awards were given while more than 32,000 applicants were in deep financial need. Beyond the known applicants who do not receive funding is a larger population of people who grow convinced that the state has no resources for them -- and then never even apply. In all, the state is able to provide Cal Grants to less than one out of every ten full-time California college undergraduates and to offer new awards to less than one out of every ten high school seniors in the current graduating class.

Second, the levels of grant awards are not high enough to meet educational costs -- for students at both the public institutions and the private institutions. Current award maximums cover $1,070 of the $1,374 in mandatory fees at the University of California and $326 of the $684 in mandatory fees at the California State University. Independent college students are currently eligible for a maximum of $4,710, but their average fee levels are $8,977, or more than double the maximum grant. It is particularly noticeable that the maximum award under the Cal Grant A program has lagged far behind the increases in costs at the private universities. It has long been a tenet of California financial aid policy that aid be "portable", that is, capable of being used at any accredited institution in the state. This has been seen as a good in itself, and as a way for the state to "enhance the ability of individuals to choose the most appropriate postsecondary educational opportunity and among different institutions." (California Education Code, Article I, Section 69500(b)).

The current gap between the maximum state grant and the costs of private higher education has had an impact on the increased numbers of students choosing to attend a public college rather than a private one, at a substantially greater cost to the taxpayers. Among the Master Plan Commission's major policy directives was the notion that increased financial aid could increase the numbers of students choosing private schools, thus decreasing the enrollment load for the public institutions. Whether a significant increase in the maximum grant will, in itself, influence the choice of college for a large number of recipients cannot be clearly ascertained. However, restoring the effectiveness of the state's grant programs is critical to provide opportunity and access to postsecondary education at all institutions, both public and private, for financially needy students.

Third, the over-reliance on loans threatens the central concept of financial aid: that it make education -- and the advantages of education -- equally available to those without means. It is, not surprisingly, the poorer students who most rely on loans. And the indebtedness with which poor students exit college has not meant equity but inequality: though they now have an education, they start out significantly disadvantaged when compared with those whose personal wealth provided their education. And the disadvantage bears no relationship whatever to academic or intellectual merit.

We do not know the degree to which student indebtedness affects career choice. But we suspect what many others do: that deeply indebted students can ill-afford to enter the "helping professions," low-paying teaching or social service jobs, or go on to get graduate degrees. This works against one of the state's real needs: to motivate talented students to enter these fields and to promote equal educational and employment opportunity.

Faced with these issues, the Master Plan Commission recommended that the Governor and the Legislature should guarantee student financial aid in a manner which optimizes student access and student choice. Their recommendations had three central components: first, a guarantee by statute that all needy students who performed at a level which made them admissible to either the University of California or the California State University would be provided adequate financial aid to attend an accredited California institution of their choice. Second, the Governor and the Legislature would adjust the number of awards to "keep pace with enrollment growth", and increase the maximum grant award to the "equivalent of the average full operating cost per student for the California State University and the University of California." Third, the Governor and the Legislature would seek equity between grant and loan aid, increase opportunities for work-study programs, and develop programs for loan repayment through public service.

We find these recommendations laudable in their intent and purpose, and we share their most fundamental impulse: increase the amount and numbers of grants available for financial aid. This reflects a correct direction, based upon the salutary view that financial aid is the most direct investment the state can make in higher education -- with immediate impact on both participation rates and persistence. When the current Cal Grant B program serves students whose median annual family income is $8,500, and those students have a nearly 80 percent persistence rate, then financial aid is making opportunity real for an impressive number of economically disadvantaged Californians.

While we share the Commission's basic direction, we seek other bases on which to move the recommendation. We note immediately that any guarantee for everyone eligible for the

University of California or the California State University would absorb -- under just about any foreseeable circumstances -- all available state financial aid monies. We want to maximize the aid available to those most needy -- and that includes students at the community colleges who may not be UC and CSU eligible -- and to restore the relative attractiveness of attendance at all institutions, public or private, two-year or four-year.

There is no current agreement concerning a credible costing mechanism which accurately provides the "average full operating cost per student" in any of the segments. We do believe that it is important to develop a better costing analysis -- for it could serve the valuable end of making clear the degree to which all students in the public sector are subsidized. So, we will affirm the Commission's basic argument regarding the level of aid, but seek first the analytic basis upon which to determine it.

Moreover, while we support a policy of reducing the reliance in loans, we do not want an abstract policy of equity between loans and grants to inadvertently restrict aid availability by limiting loans in order to reach the balance. This is not good policy when loans may be the last resort for many needy students.

So, in what ways can we provide for the Master Plan Commission's laudatory policy direction? We believe there are two.

First, we support a significant increase in the numbers of new awards made available through the Cal Grant A and B programs. We propose that the state begin to increase its awards so that over the next six years, the state provides on an annual basis a number of new awards adequate to reach 25% of the graduating high school class. Further, as a matter of policy, we regard it necessary to target those students with the most need, and to design programs to provide the most assistance to the widest number of needy students.

Second, we support a significant increase in the maximum award amount under the Cal Grant program. We agree with the Master Plan Commission that the level of award should be based on the costs of attending public higher education, and acknowledge the formation, in 1988, of the Legislative Advisory Committee on the Cal Grant Maximum Award. This committee, which released its report February, 1989, recommended that the maximum award be equal to the nonresident tuition at the California State University, plus enumerated additional fees. We concur in their findings. We also propose that the maximum Cal Grant award be increased and maintained so that it covers at a minimum mandatory system-wide and campus-based fees at the University of California and California State University.

Accordingly, we recommend that

//24// **The Student Aid Commission shall prepare plans for, and the Governor and Legislature shall fund, the expansion of the Cal Grant A and B programs over the next six years, so that by 1994/95 the number of first year awards shall be equal to one quarter the number of graduating high school seniors, and the maximum award be equal to the non-resident tuition for the California State University plus additional fees as identified by the Legislative Advisory Committee on the Cal Grant Maximum Award.**

The Cal Grant maximum award for students attending the University of California and the California State University shall at a minimum equal the mandatory system-wide and campus-based fees in each of those segments.

- **In devising annual budget proposals the Student Aid Commission is to insure that expansion in the Cal Grant programs reach the widest number of needy students, especially underrepresented minority students and those who may be the first in their family to attend college.**

Beyond the provision of more grant awards at a higher level, we further agree with the Master Plan Commission that "state support for student employment both on campus and off campus shall be provided to supplement grants and loans, and loan recipients shall have an opportunity to repay their loans through public service employment following completion of their studies." (MPC Rec. #9)

A new state funded Work Study Program is currently being implemented by the Student Aid Commission. In addition to providing work aid, this program forges important links between higher education and the private sector and emphasizes meaningful jobs linking student's majors with longer term career interests. After the initial pilot phase, this program should become a major component of California's state funded financial aid programs, but in order to have a significant impact on borrowing patterns it will have to be expanded significantly. We note that this substantial state investment would leverage an equal amount of funds from the private sector and thereby extend the availability and effectiveness of limited state financial aid funds.

Accordingly, we recommend that

//25// The Student Aid Commission shall develop plans for, and the Governor and Legislature shall fund, a significant increase in the state funded Work Study program. Further, the Student Aid Commission shall develop and present to the Legislature programs which allow recipients of student loans to repay their indebtedness through approved public service employment.

The underlying logic of proposals for student loan forgiveness is that financial aid programs might have other goals beyond the provision of aid: namely, the implicit direction of students toward particular careers seen in the public interest. This is a salutary goal, one we have supported in other programs aimed at incentives for students entering certain fields like teaching. But it may be that having no debt to pay off at all is a higher incentive to go into public service than the opportunity to pay off a loan. We thus support the automatic extension of Cal Grants to a fifth year for those seeking an elementary or secondary teaching credential, as enacted into law in 1988. We applaud (and would have recommended) that

//26// Eligibility for the receipt of Cal Grant awards be automatically extended to postbaccalaureate students admitted to teacher credentialing programs at accredited institutions. Eligibility should be limited to 30 semester units of postbaccalaureate work toward the credential.

The logic of this last proposal can be extended to other areas, particularly at increasing the numbers of women and persons of color entering academic fields. As our data later will show, the numbers of Black, Latino, and Asian graduate students is too low for a society which seeks a more diverse college faculty. The number of disabled graduate students is so small as to make this population nearly invisible. We note that the levels and kinds of available graduate support are limited; while 6,000 graduate students applied for 1,000 State Graduate Fellowship awards in 1987, over 13,000 applied for the same 1,000 awards in 1988. We support the expansion of this award program, and the development of further Cal Grant award extensions for minority students entering graduate academic fields. Accordingly, we recommend that

//27// The Legislature and the Governor shall strive to expand the State Graduate Fellowship program so that the number of awards is tripled by 1994. Further, the Student Aid Commission shall

develop and present to the Legislature and Governor Graduate Women and Minority Fellowship programs intending to increase the numbers of women, disabled and minority persons entering graduate academic training. These programs might include, but not be limited to, the extension of Cal Grant awards into graduate training for women and minority students.

We have been impressed with the Graduate Equity Fellowship program developed by the California State University, where CSU provides graduate support for their own graduates who pursue a doctorate elsewhere -- with the expressed intention of hiring these candidates back into the CSU. With a special focus on minority and women candidates, this is an effective program, and one whose expansion we support. It is appropriate for the program to double (at least).

Accordingly, we recommend

//28// **The Governor and the Legislature shall support the expansion of the California State University's Graduate Equity Fellowship Program, aiming to double the number of full annual awards by 1990.**

We have devoted much of our attention to the Cal Grant programs. Equally important in the lives of many community college students are the Board of Governors awards. These grants can offset the costs of attending local community colleges, and do not depend upon the early application and screening process inherent in the statewide Cal Grant programs. Beyond maintaining the current Board of Governors grant program, we believe it should be expanded to include certain expenses beyond student fees. If awards of up to $500 were made, from augmented funding in the program, it would materially aid community college students' ability to buy books and materials and pay for other initial expenses incurred in their education.

Accordingly we recommend that

//29// **The Governor and the Legislature shall continue to strongly support and fund the Community College Board of Governors Financial Aid Program, and the Board of Governors shall prepare proposals for the expansion of the program to cover selected costs beyond student fees. Such proposals are to be communicated to the Governor and the Legislature by December 31, 1989, and incorporated into the annual budget of California Community Colleges.**

Beyond the availability of aid is the ease with which students can learn of aid programs, and apply. We have been heartened by the Student Aid Commission's continuing efforts to simplify the application process, and to insure the availability of timely information for potential applicants. But no amount of reform on the part of the Student Aid Commission can replace the need for qualified Financial Aid staff on the campuses and able to reach out to communities and public schools. As in most student services, the staffing is most adequate at the University of California, less so at the California State University, and inadequate in the community colleges. It is more than ironic that where there is the most need there are the fewest staff, especially when there is deep concern over transfer and retention rates. Accordingly, we recommend that

//30// **The staffing ratios in community college Financial Aid Offices shall be increased to a level adequate to meet community college needs, and be adequate to ensure outreach to local communities.**

Finally, there has been considerable interest during the past several years in various options for long-term financing of collegiate education. Among the options have been tax-free tuition IRAs and special long-term scholarship guarantees. These proposals (and others), share a basic impulse: to provide assurance for students at an early age that their college costs will be met. This is a fundamentally sound impulse, for young public school students can be powerfully motivated by the assurance that their later financial needs will be met. Especially for minority and poor students, the fear that they could never afford college is a powerful deterrent to attempting it. We do not want to decide here which of the many programs under discussion merit Legislative approval, but we do want to note our support for creative and positive programs aiming to provide long-term assurances to students.

C. Equity for Older, Part-time Students, and Students with Children

California's college-going population is very different from that imagined when the Master Plan was first drafted in the late fifties. We have already devoted much attention to the ethnic and racial composition of our current and expected college population, but we need also recognize (as did the Master Plan Commission), the emergence of a much older college-attending population. The average age of the graduating senior at the University of California and the California State University is now 24, the average age of our community college students is 30. There are more women returning to school, often after having had children, more workers seeking job-skills and vocational changes, more older Californians seeking both skills and intellectual growth.

When older students -- both men and women -- come back to school, they often have families, hold jobs, need to commute. They are therefore more likely to need to attend part-time rather than full-time, need to attend classes at night, need child care. These students often discover that our institutions are not organized to meet their needs, or do not have the necessary resources to offer the programs they need. As the Master Plan Commission points out, for these students, "one of the clearest barriers to student progression is the 'full-time' nature of education at the University of California and, to a lesser degree, the California State University."

Accordingly we agree with, the Master Plan Commission charge to both university systems to pay a greater attentiveness to meeting the needs of older and part-time students. We recommend that

//31// The California State University shall have primary responsibility for meeting the needs of older, part-time students who desire to pursue the baccalaureate and Master's degrees. The University of California shall seek to accommodate those students whose aspirations lead them to that institution, particularly those seeking graduate degrees. The role and mission statements of both segments must contain a specific commitment to integrating such students who are eligible to matriculate into academic degree programs. The Regents and the Trustees shall make whatever specific organizational changes are necessary to carry out that commitment, and shall review and where necessary adapt admissions standards for older students to account for the skills and experience that are a better measure of potential success than are out-of-date high school, college or university records.

The Governor and Legislature shall further express the state's commitment to equity for older, part-time students by funding at the University of California and the California State University all courses and programs leading to degrees for matriculated students, whether on campus or off campus. (c.f. MPC Rec. #10)

In making this recommendation, we have sought to understand both its implications and any further specific recommendations which might make its intention more real. And, we might note, as our universities devise admissions standards for older students which are better measures of potential than current criteria, we recommend that they do the same for our younger students.

Even as we support the idea of full funding for programs for matriculated students -- or students aiming for degrees -- at our four-year institutions, we must neither neglect nor forget our many older students who enter the community colleges for both degree and non-degree purposes. Certainly it is in California's best interest to facilitate the entrance of these students into degree programs, and we therefore support extending the Commission's recommendation to them.

Further, however, we do not want to imply a lack of support for those community college non-credit programs aimed at the needs of older Californians. The California Postsecondary Education Commission's recent study concerning adult non-credit education affirms the importance of these programs, noting their "dramatic growth (in enrollment) ... in the last three years." We affirm that the needs of older Californians -- who make up the fastest growing age cohort of all Californians -- must be a real priority. Accordingly, we recommend that

//32// **The Governor and the Legislature affirm their commitment for those programs in the community colleges -- both credit and non-credit -- which particularly serve the needs of older Californians, and that this commitment be expressed through the appropriate funding of these programs**.

Next, a major implication of Recommendation 29 is the restructuring of class and administrative schedules so that working students can attend universities and colleges. Such a restructuring is already a normal facet of most community colleges, and we would encourage similar efforts in our four-year segments. But changing schedules does not meet one of the major needs of Californians who would then come: appropriate care for their children.

The absence of affordable, high-quality childcare is one of the major barriers to increased participation in education by women with children. At whatever level -- the Adult Schools, the California Community Colleges, the California State University, or the University of California -- the need is great and it is largely unmet. Women without full-time and dependable childcare cannot manage full college schedules, cannot rearrange their own schedules to meet new classes, cannot have the necessary study time in which to prepare their work. Their educations take more time -- if they can stay at all -- and the costs are high. The costs of denying them their educational development and assuring their children's care and development, are far higher -- and shared by us all.

Beyond availability is expense, and the absence of affordable childcare simply prohibits many women from coming back to and completing school. There is no current level or form of financial aid which covers childcare as a fully-reimbursable expense; and without better financial aid there is no way for a parent to balance school charges, living expenses, and childcare while not working full-time. And working full-time requires childcare. In this vicious circle both parent and child are caught -- an education deferred means new jobs deferred, new income lost, new opportunities for the family forgone. And the community loses the skills and abilities, the imagination and the contributions of a woman who could have gone to school with assistance.

This is a problem of major dimensions; just go to a local college campus and speak to women there. Or, go into the neighborhoods and talk to women not in school. The promise of California's schools is equal opportunity, and opportunity is made real through the support services and systems which make attending school a genuine possibility. For students with children, childcare is likely the most central support they need to make their own opportunities.

The need for childcare is also great for faculty and staff in the college and universities. It is increasingly recognized in the private sector that quality childcare is among the more important investments a business can make in the lives of its employees, leading to increases in productivity and commitment. This is true as well in our public sector, and our universities should take the lead in providing childcare for their staff.

Recognition of the importance of these issues led the California Community Colleges to do an initial survey of childcare needs in 1982, and the California State University is completed (in Spring 1988), its analysis of need at its 19 campuses. All three segments must have comprehensive assessments of their students' and staff's needs regarding childcare and must develop proposals to address those needs.

We therefore propose to add childcare to California's higher education agenda, and accordingly, we recommend that

//33// The Regents of the University of California and the Governors of the California Community

Colleges shall follow the lead of the California State University, and establish task forces to determine the extent of need for high quality, affordable childcare among their students, faculty, and staff, and the parity regarding availability of central office support for the respective campuses within each respective segment. Upon completion of such studies, by December 31, 1990, each of the three Boards shall prepare a plan for the provision of adequate childcare programs to address the needs of their students, faculty, and staff, and the Governor and Legislature shall provide funding in the 1991/92 budget to implement such plans. On-going support for childcare shall be through a combination of state funds and variable fees, with the fee structures appropriate to insure that the services are available and affordable to all.

D. Faculty and Staff Diversity

We challenge the tendency, when speaking of systems as large and impressive as California's segments of higher education, to abstract them away from the personal adventures which make them work. These are institutions of learning, and they live or die in the daily encounters between teacher and student, in the quiet of the labs and the libraries, in very private moments of inspiration or wonder.

Virtually everything we propose in this report is aimed at sustaining those moments, and at making them available for a wider spectrum of our state's people. While we speak of educational equity as an economic and social necessity -- for without it we become divided, poorer, stagnant -- we must honor and be motivated by the moral sense that more among us ought to share in the pleasures (as well as the benefits), of learning. Equity means, then, that more of us have the opportunity to become students, to become faculty, and to succeed at both.

We regard it as axiomatic that a state as diverse as California needs institutions whose faculty are equally diverse. Why is this? First, the education of our people depends on the intellectual and moral resources of all our communities. When the public school classrooms are increasingly filled with minority peoples, both newer immigrants and our oldest residents, their teachers must reflect back to them the world they already constitute. This is not abstract. California needs its children -- our most precious resource -- to grow to their fullest extent, and to do so they need role models, images of what they can become. Children of all races need to see adults of all races in positions of authority and affection, welcoming them and inspiring their allegiance and commitment. Similarly, having the opportunity to know handicapped adults who work independently and effectively teaches important lessons to disabled and able-bodied children alike. And what is true of our children is no less true of adults.

We have heard many times from minority university students who felt alienated in programs where no one like themselves ever taught, where the Black student wanting to be an engineer never saw a Black engineer, the Latino politics student never heard from a Latino professor. The effects of this are more subtle and deep than we have often acknowledged. And for White students about to enter a world in which they will work and live with persons of all races, they spend their university days in a curious world in which both authority and respect are afforded professors who look remarkably like themselves. And, when the ranks of minority, disabled and women professors and administrators are small, all our students lose the insights of teachers who speak from the real and lived experiences of these communities.

There is likewise a great need for a more diverse student services and administrative staff. Students have some of their most important encounters with financial aids officers, tutors, academic counselors, EOPS advisors and counselors, career placement center officers. It is crucial that these staff understand and even share the formative experiences of the great variety of their students, that they be sensitive to and knowledgeable about cultural differences and linguistic nuance. In our community colleges, especially, we need counselors and staff able to speak the languages of our newer immigrants, and to be aware of the special needs of linguistic minority communities.

Simply stated, the quality of education for all our students in enhanced by a more diverse faculty and staff. We are therefore committed to assisting the colleges and universities to provide genuine opportunities for talented women and minorities to successfully pursue academic and professional staff careers. What can turn that commitment into reality?

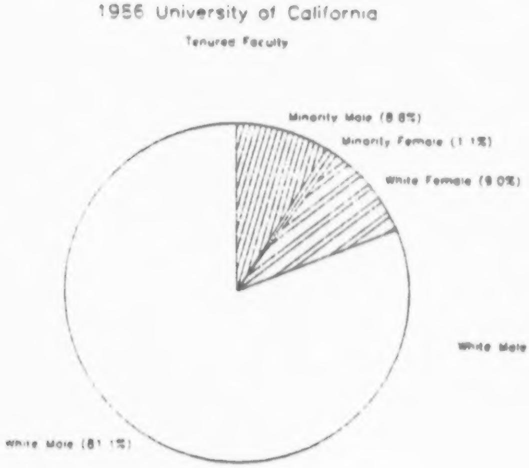
We know the current numbers, and they are dismal. In 1986, only a small fraction of the University of California faculty were minorities. Of all tenured faculty, only 9.9 percent were minority; only 1.1 percent were minority women. Tenured Black faculty were 1.7 percent, Latinos 2.5 percent, Asians 5.5 percent, Native American 0.3 percent. In the same year the non-tenured Assistant Professors had, in their ranks, only 16.2 percent minority (11.7 percent men, 4.5 percent women; 2.6 percent Black, 5.0 percent Latino, 8.3 percent Asian, 0.3 percent

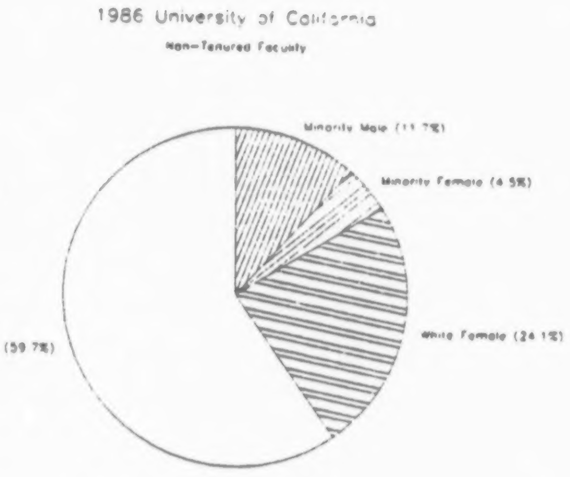
Native American). The overall numbers for women (both majority and minority), were somewhat better in the non-tenured ranks, as 28.6 percent of non-tenured Assistant Professors were women; but only 10.1 percent of tenured faculty were women.

In the California State University, the numbers are also sobering. In 1985, only 12 percent of the tenured faculty were minorities (consisting of 6 percent Asians, 3.1 percent Latinos, .4 percent Native American, and 2.5 percent Black), while 19.4 percent were women. In the non-tenured ladder faculty, women made up over 33.5 percent, while minority faculty were only 18.4 percent of the total.

In the California Community Colleges, in 1985, over 85 percent of the contract and regular faculty were White, 5 percent were Black, 3.3 percent Asian/Pacific Islanders, 5.4 percent Latinos, .4 percent Filipino, .6 percent Native American. Women made up 35.7 percent of the contract and regular faculty.

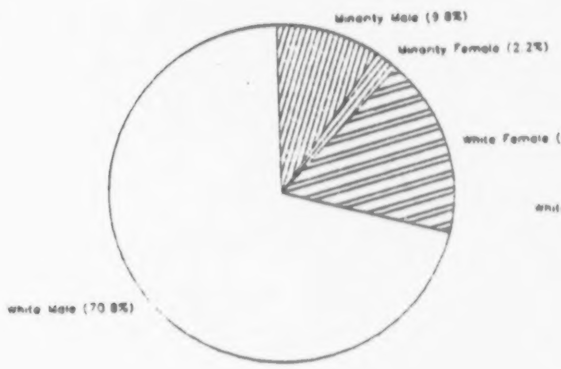
In all three segments the numbers are better in student services, but there is a real lack of representation from many linguistic minority communities (Lao, Thai, Cambodian, Vietnamese, and others).





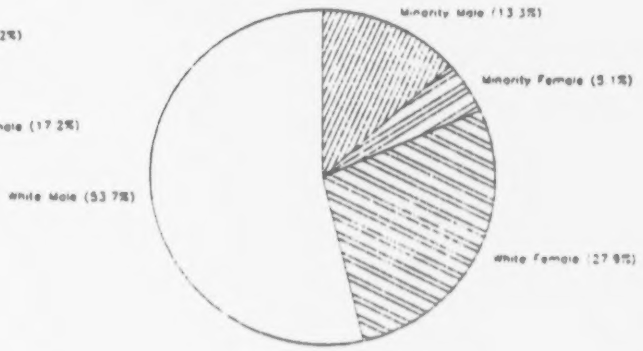
985 California State University

Tenured Faculty



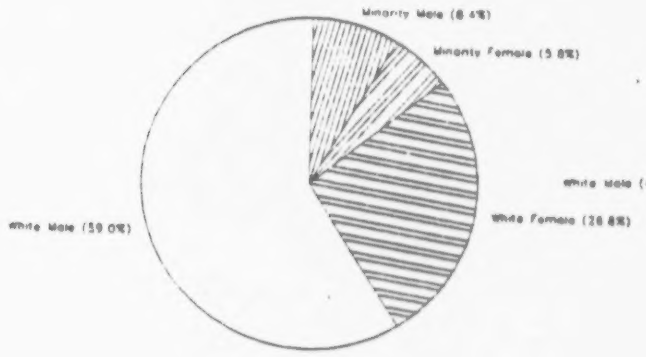
1985 California State University

Non-Tenured Faculty



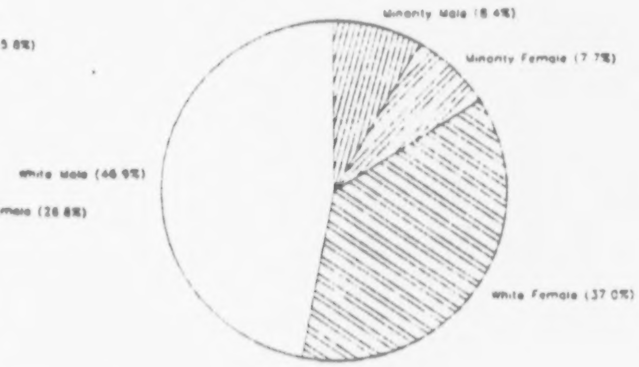
1985 California Community College

Tenured Faculty



1985 California Community College

Non-Tenured Faculty



The numbers show us what any tour of the campuses would make evident: there are few women faculty and even fewer minority faculty, and the numbers are not getting dramatically better even after twenty years of proclamation that things should change. What is true of California is true nationwide. Women and minority faculty are concentrated in two-year institutions and non-research four-year universities; while there have been modest gains in the hiring of women, women are not making it through the tenure pipeline as easily as men; minority hires and tenuring have slowed to a crawl.

The hiring of disabled faculty has been so limited as to render the disabled virtually invisible in faculty ranks. While disabled persons make up roughly eight percent of the working age population, there has been little effort to significantly increase the numbers of disabled persons entering and completing academic studies leading to faculty positions, and little examination of those potential faculty currently completing their studies. There needs to be analysis of the availability of disabled students for academic hire, and a general expansion of opportunities for the disabled to enter and complete academic work. The State Department of Rehabilitation must ensure the wider availability of resources and support for students seeking to enter graduate training, and our universities must initiate programs to expand the ranks of disabled graduate students.

And, of course, the universities must include the disabled in their planning for future faculty expansion. When California's State Personnel Board recently sought to elaborate an employment plan for disabled persons, they gave themselves the relatively modest hiring goal of 6.3 percent; the universities could determine their own goals with this in mind. But the broader issue is one of fundamental policy: the commitment that men and women of talent - from all our communities - are welcomed into our institutions of higher learning.

Our current practices must change. A 1987 University of California study, prepared using models which predicted hires in excess of the availability pool, estimated that current practices would take thirty years to move women proportionally into all faculty ranks. (A similar Harvard Business School study predicted that it would take fifty years for that school to reach 10 percent minority and 10 percent women faculty if current hiring practices were unchanged.)

We find this completely unacceptable, particularly in a state like ours. It is little solace for us to know that the University of California is doing better at minority faculty recruitment than other comparable institutions in the nation (though not doing as well as others at the recruitment of women). We have not heard a single word of testimony from anyone that suggested that "better" in this instance meant anything other than "marginally less miserable".

There is much talk of the "pipeline", the metaphor meaning to instruct us that the pool of available minority candidates for academic jobs is too small for significant progress to be made. The metaphor, like many others, both instructs and obscures. For while it is true that the graduate ranks now show too few minority students, talk of the "pipeline" can subtly avoid placing responsibility for these small numbers. And, more to the point, the statistics on hiring show that even when the pool exists hiring does not proceed apace.

First, let us look at the graduate pool in the aggregate. Data from 1987 show a pretty grim picture: in nonmedical fields, roughly 78 percent of the University of California's doctoral students are White, while only 1.8 percent are Black, less than 7 percent Asian and less than 5 percent Chicano and Latino. (The remainder "decline to state" or other.) These numbers are reflected, after some attrition, in the numbers of doctorates awarded: in nonmedical fields, a little more than 10 percent of the doctorates went to minority students.

Far more severe is the underrepresentation in certain fields. Between 1981 and 1987, the University of California only granted engineering doctorates to 7 Black Americans (out of 1,550 awarded); ten mathematics doctorates to Latinos (out of 440); 51 doctorates in the social sciences to Asians (out of 1566). Aggregate or discrete, the statistics are sorry. We cannot tolerate their continuation.

But what happens to those few persons of color to whom doctorates are awarded? The University of California reports that a "review of domestic (e.g., non-foreign) degree recipients shows that between 1980-81 and 1984-85, study found that between 1980 and 1985, the University awarded 170 Ph.D.s to blacks and 205 to Hispanics." In that same period, the University hired from its own pool, only four Black and two Latino professors. 375 Doctorates, six hires; at the same time, fully 22 percent of all new tenure-track hires came from University of California doctorates.

So the pipeline has some blockage in it, in addition to too few men and women of color travelling through it. And the pool reflects back what the institutions already are, rather than what they must become.

This cannot continue. We need a comprehensive policy of coordinated action aiming to diversify the faculty in each segment of higher education. This must begin with a deep and real commitment from every person and organization in each segment, from the governing boards and administration to the current faculty and staff. Out of commitments and broad policy must come concrete strategies, and systems of accountability.

A comprehensive program must begin with the effort to recruit more underrepresented students into academic fields, assist their completion of studies, insure that they are considered for hire -- fairly, with a full appreciation for what they can bring to academic programs and departments -- and insure that they have a fully equal opportunity to succeed to tenure. A program for faculty diversity should include hiring targets for each system, faculty and staff development programs to address the subtle and overt ways in which minority students and colleagues encounter bias, and accountability mechanisms by which departments and schools demonstrate their efforts and record their success in reaching their targets.

There has been a variety of internal studies within the three public segments and in the independent colleges which propose comprehensive programs. Our review of these studies and of the public testimony leads us to share the Master Plan Commission's conclusion that California needs to bring the various programs of the three public segments into a comprehensive shared program, and invite and expect the participation of the independent colleges and universities. Such a program would, at a minimum, establish formal commitments between the segments regarding each of their respective roles in creating greater faculty diversity, and their shared participation in new intersegmental projects.

What are some of the elements of a system-wide California program for faculty and staff diversity? In no effort to be complete, here are elements we would welcome:

1) As a recent University of California study argued, "perceptions matter". The willingness of minority and women students to pursue academic careers may depend on, the study suggests, "what they perceive to be the institution's attitude and willingness to support them." The bottom line here is the need for our colleges and universities to address the structure of attitude and bias which informs the sense among minority students that they are not welcome, that the academic life will not readily include them.

   In brief, faculty diversity depends -- as does so much else -- on continuing programs aimed at actively encouraging minority students, overcoming the attitudes and actions of those who either unconsciously or consciously alienate or offend, and making the discussion of multiculturalism an accepted part of public life on every campus.

2) We need programs which bring faculty together between the community colleges and the four-year institutions, to establish the networks of personal connection which can assist able community college students in making the transition into four-year programs.

3) We need expanded summer bridge programs between community colleges and four-year institutions, and between undergraduate and graduate programs. Particularly targeted at non-white, poor, disabled and women students, these programs would facilitate both entrance and retention.

4) We need programs which recruit minority undergraduates and graduates into projects of research and academic scholarship. This would bring minority students into the informal networks of scholars out of which academic careers are so often built. Summer programs and research and teaching assistantships are especially important.

5) We need the university and college departments to encourage and reward scholarly work relevant to the lives and communities of women and minority peoples. In a wide variety of disciplines, recent work by women and minority scholars has transformed our understanding of literature, sociology, history, culture. These transformations enlarge our world, and make academic work more attractive to women and minority students. Seeing themselves reflected in the work of the academy, these students are empowered to become full participants in it.

6) We need a major increase in financial aid for graduate students, particularly for minority, disabled and women students. We need these programs to offer assurances of financial support early in the student's undergraduate academic career, so as to encourage their higher aspirations.

7) We need each of our three public segments to review its current hiring practices and propose substantive change. The applicant pools need to be widened to include candidates outside academe, and fields need to be defined in light of the desire to widen the scholarly reach of departments to include minority, disabled and women's issues. Further, we need system-wide and campus-based education for administrators and department chairs concerning these matters.

8) The three segments should each have a national search service aimed at generating candidates from a national pool. They should collaborate in generating a national

monitoring system for minority, disabled and women doctoral students.

9) The state should support system-wide programs which aim at the early identification of talented minority, disabled and women students, their recruitment through the systems into academic programs, and their success. These programs should be supported through the incentive funding program described later in this report.

10) Each segment should develop concrete diversity goals for each step of the academic process, for itself and in concert with each other (e.g., so many community college students moved into transfer programs, so many University of California and California State University students brought into bridge programs and graduate programs, so many doctorates awarded, so many hires within each system).

11) Campus and Department plans need to be developed on each campus in all segments, in concert with the system-wide plans. Administrators and academic officers are to be held accountable, and their job performance linked to the success of these plans.

12) The failure of campuses or departments to make good faith efforts in implementing their plans shall result in increased administrative intervention to insure compliance with the overall purposes of our diversity efforts.

13) The California Postsecondary Education Commission and the Commission on Educational Equity shall make annual reports on the success of the segment plans. These reports shall be the basis of the development of annual budget provisions (money and language) regarding faculty replacement funding.

14) The Legislature shall monitor the development and implementation of both segmental and intersegmental plans, relying on the annual reports of the California Postsecondary Education Commission and the Commission on Educational Equity as well as upon reports by the segments. Committing itself to fully funding diversity programs, the Legislature shall insist upon adequate accountability from the segmental governing bodies. A substantial failure on the part of any segment shall precipitate legislative hearings to show cause why specific budget allocations should not be withheld pending satisfaction of diversity planning goals.

These are only a few elements in what must be a comprehensive program of many parts. Two aspects of this are particularly important: our state's universities and colleges must develop their own plans, and the Governor and Legislature must support their implementation and insist upon accountability. While we can suggest programs and mandate the direction required by the public interest, we know that success depends ultimately upon the assumption of these goals on the part of the faculty and administrators of the systems. We pledge ourselves to support and fund the programs; we ask a companion pledge on the part of the faculty and leadership of our systems to make faculty diversity a consistent theme in all their work.

With all this in view, we recommend that

//34// The Governor and the Legislature shall make explicit their commitment to assuring the diversity of the faculty, staff, and administrators of the three public segments of California higher education, so as to enable California's system of higher education to best serve and educate all of California's students for responsible citizenship in a multicultural democracy.

//35// The Governor and Legislature shall support policies, programs, and projects to enhance and expand the quality and diversity of faculty, staff, and administrators in each segment of California higher education.

- The Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges shall together establish and the Governor and the Legislature fund a coordinated statewide program for the early identification, (down to the high school level), recruitment, and education of minority, disabled and women undergraduate, graduate, and postgraduate students for faculty and academic administrative positions. This statewide program shall include explicit targeted goals in the achievement of each level of articulation, and shall aim at representing the race and gender of California's population by the end of this century. We invite and encourage our private and independent colleges and universities to participate in this program.

- In developing comprehensive plans for increasing faculty, staff, and administrator diversity, the Regents of the University of California, the Board of Trustees of the California State University, and the Board of Governors of the California community Colleges shall determine policies which shall insure that college and university administrators, staff, and faculty are each appropriately held accountable for their participation, efforts, and success in meeting the goals of diversity.

- In developing comprehensive plans for increasing faculty, staff and administrator diversity, the governing boards of the three segments shall work cooperatively with the California Postsecondary Education Commission to develop programs which can be funded through an incentive funding system in which funds are released to those institutions participating in the programs, and further budget augmentations are made available for those institutions succeeding in their targeted goals.

- The Regents of the University of California, and the Trustees of the California State University shall establish and maintain a program for articulation between CSU undergraduate and master's programs and UC doctoral and professional programs for the purposes of recruiting underrepresented minorities, disabled persons and women to advanced study.

- The Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges shall establish and maintain programs within each segment of higher education which will insure the broader representation of minority and disabled persons, including men and women from language minority communities, on the staffs of university and college student service and academic support programs.

- The Governor and Legislature shall increase support for graduate financial aid for all programs, with the particular objective of increasing the number of women and

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underrepresented minority and disabled students in the public and independent universities who are preparing to become college and university teachers, administrators and professional staff.

- The State Department of Rehabilitation shall ensure the availability of support services and other resources to disabled students seeking to enter academic disciplines, and shall work with the California Postsecondary Education Commission to determine the availability of disabled undergraduate students for graduate work. The California Postsecondary Education Commission shall seek to determine the availability for academic hire of disabled graduate students, and shall communicate the results of its study to the higher education segmental representatives, the Governor and the Legislature no later than December 31, 1990.

- The California Postsecondary Education Commission shall submit to the Governor and Legislature an annual report on the status of faculty and staff diversity in the public institutions, and on the status of efforts toward such goals. The report shall include information by campus and, where necessary, by department. Particular attention shall be given to those programs which have special success or failure in recruiting and retaining women, disabled and minority faculty.

- The Governor and the Legislature shall fund programs aiming at diversification of the faculty and staff through the regular budgets of the systems, through intersegmental budgets, and through the Incentive Funding Program detailed in this report.

E. Academic Freedom and Tenure

In a comprehensive review of higher education we would be remiss if we did not comment upon some issues which lie at the heart of the educational system, and which are, yet, difficult to bring into a Master Plan review. These are issues seldom spoken about in public dialogue, and hardly ever in legislative debate, because the very discussion of them is taken to be an assault upon them. We speak of Academic Freedom and Tenure.

We want to affirm in the most direct and wholehearted way our commitment to Academic Freedom -- as a fundamental right of the academy, derivative of the constitutional right to the freedom of speech. Speech in the academy is protected in a special way because the speech appropriate to the academy is special. The Academy is not supposed to be a house of dogma, conformity, and orthodoxy. Beyond the usual protections from the state lies the protection from the academic employer -- even from academic colleagues. No one ought interfere in the speech of a professor -- goes the argument -- because the unencumbered search for truth needs a debate without limits, willing to assault conventional wisdoms. We accept that protection as essential to the scholarly life, indeed the life of any teacher, and to the life of the University and the well-being of a free society. We are all served when we trust in open debate, trusting that wisdom needs dialogue.

The argument for tenure is also an argument for Academic Freedom: by granting a professor tenure we grant him or her lifelong protection from the retribution of those in power. Barring a collapse in enrollment or violations of the law, our institutions of higher education offer this protection as a fundamental part of the academic life. This is appropriate, and we support it.

Tenure is not, of course, intended to be a shield for the later neglect of faculty duties or for incompetence. In order to protect the institution of tenure from abuse, or from a loss of credibility, each institution of higher education must insure a continuing process of post-tenure evaluation, coupled with programs designed to insure continuing competency on the part of all faculty. The public will accept the extraordinary security afforded faculty if they are assured that colleges and universities are paying adequate attention to the continuing evaluation and development of faculty.

We are also concerned with the process through which a professor must move in order to achieve tenure. When the stakes are so high, the right to fairness in the process must be unambiguous. On these grounds (and others in the law), the tenure process is spelled out carefully in the contracts signed by new faculty -- part of the public record of the relationship between the institution and the already tenured members of the academic community), and the probationary members.

Within the formalities of the process, however, there are much more complicated issues of fairness, having to do with the legitimacy of diverse and unorthodox positions, and the legitimacy of persons who do not conform to the existing "norms" of the professorial ranks. At this time in California's history, with our remarkably changing demographics, rapidly changing economy and technology, and the need for the widest range of scholarly analysis and debate, tenure must serve and embrace a wide range of new candidates.

We all need to outgrow old prejudices and stereotypes, and welcome into all our institutions the widest diversity and individuality. California simply cannot afford to have traditional elites perpetuate themselves at the expense of persons who are not like the current members of the club even if they are academically equal. This is especially true of women and minorities, who often perceive themselves as having to meet a cluster of informal norms and expectations quite irrelevant to their intellectual or academic worth.

We are not simply talking about old-fashioned racism or sexism, against which we are all committed to struggle. We are also concerned about the subtle connection between the substantive expectations imposed on young faculty, and the ways in which tenure can serve to force conformity precisely when we most need innovation, creativity, new perspectives.

Therefore, it is crucial that the interior of the process -- however formally agreed to by the consenting members -- be substantively fair. When doubts arise about this, there is a legitimate fear that the process does not support academic freedom. Or, under certain circumstances, the tenure process might support the academic freedom of those who already have it, while jeopardizing the academic freedom of those who seek it. We have heard complaints that the tenure system is often substantially unfair -- that it is used to weed out the eccentric, the critical, the new, the unusual. Sometimes, we are told, this means women, men and women of color, intellectuals outside the "mainstream".

The tenure process must be fair and equitable, insuring excellence and diversity. Some of us believe it would be a better process -- one worthy of public belief and the trust of persons in it -- were no parts of it confidential; that is, a process in which the entire record is open to examination by the candidate. This would mean that everything of real relevance to the tenure decision would have to be available, and justified on the grounds of what was available. We have listened carefully, however, to the argument that unless assured confidentiality, academics will fear to speak freely and honestly, and their judgements will not be trustworthy.

Further, we are mindful of the degree to which matters of tenure are properly the provisions of the faculty in the segments. Indeed, current practices vary, with tenure files in the community colleges and the California State University being open to the candidates, while files at the University of

California maintain confidentiality for certain of the reviewers. Our committee does not wish to disturb this diversity, but wants our colleges and universities to maintain their commitment to insuring fairness.

If the spirit of intellectual collegiality is being faithfully practiced, critics will have long since advised tenure candidates of their perceived shortcomings, and encouraged and assisted them in addressing them. This is the function of the thorough and elaborate pre-tenure "mid-career" reviews conducted in most universities. Beyond the formality of such review processes we ought to expect the Academy to model the practices of open and straightforward human relationships which society so desperately needs.

In light of the above, we recommend that

//36// **The Governor and Legislature reaffirm their enduring support for the principles and process guaranteeing academic freedom for the faculty members of California's systems of higher education, including the right to tenure.**

- **The Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges are encouraged to further develop, in consultation with their Academic Senates, programs of post-tenure review and evaluation, and programs insuring continuing competency and currency among the faculty.**

- **The Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges, in consultation with each of the Academic Senates, shall review their policies to insure that the tenure process in each public segment is a fair and equitable process calculated to assure quality, excellence and diversity and shall consider an open process in which all materials and information regarding tenure -- its granting or denial -- be available to the candidate.**

VII. Educational Quality

A. Cooperation Toward Quality in the Schools

The Master Plan Commission begins its report's recommendations on Quality with a section on "Quality in the Public Schools." This is an appropriate topic with which to begin a discussion of quality in higher education, because so much of what matters in higher education is directly dependent upon what happens in the elementary and secondary schools. We want to affirm the Commission's concern with quality in our public schools, and affirm the deeper import of its recommendation: that working cooperatively to assure the success of reform within our public schools must be higher priority within our postsecondary institutions.

This means, as the Commission points out, a commitment of the intellectual and institutional resources of our colleges and universities. Our universities already educate the administrators and educational leaders, prepare the teachers, conduct research into pedagogy and learning, inform curricular development, participate in projects aimed at reducing high school dropouts.

At the same time, it is common knowledge that our schools of education do not rank high in the academic pecking order, so-called "practical" research is not afforded the same status as more theoretical scholarship, and university faculty are not well-rewarded for their work in the schools. Very simply, this must change.

In the most fundamental way, a new focus by colleges and universities on the problems and prospects of our public schools would make explicit (and hopefully improve) the connection between the health of our schools and the health of our universities. Rather than see the schools as part of the external social environment -- locations from which college students come either well or ill-prepared -- our colleges and universities must regard our schools as integral parts of a unified system of interdependent educational institutions. Unless we can better educate and inspire school teachers, especially in new pedagogies and with new sensitivity to the ethnic diversity of our students, no demands for better "standards" in the schools are reasonable. The school reform movement necessarily involves our universities, as we all become partners in a common cause.

This partnership must operate at many levels. The effort to recruit future public school teachers must be shared across all disciplines. Programs must be designed which actively encourage undergraduates to experience the joys and rigors of teaching (through their experience in tutoring, for example). A widespread and systematic effort to recruit minority students into teaching must be expanded, and our universities must self-consciously and honestly examine the barriers which serve to block the entrance of more minority students into teaching. Our schools of education must integrate their pedagogical research and the practical work of their students, and make the challenges of multicultural success an absolutely central part of every students' preparation.

Within the academic disciplines the universities should reward faculty who work with public school teachers to create programs which integrate the latest research developments into the on-going professional development of teachers, to test new approaches to fields of study, and to develop curricula. The state should support, and our universities hold in high esteem, programs which bring primary and secondary teachers onto the university campuses, routinely move faculty in and out of each other's environments, and generate intellectual companionship across the formalities of institutional barriers. On-going colloquia, discipline-based fellowships, new summer programs -- all should be welcome and supported.

In short, our primary and secondary teachers should be honored colleagues on the college campuses, perhaps afforded various of the university faculty's reciprocal rights and privileges. In all ways which we can devise, school teachers should be seen as a most precious resource. And, of course, this kind of partnership will be more and more needed as curricular changes occur, fields change definition, and college faculty seek better prepared students.

Further, we must recognize and reward those university faculty who choose to work in the field, who spend their days and evenings working with neighborhood schools, building special college bridge programs, doing a variety of public service tasks in our communities. If we systematically and actively assure younger faculty that such work will not be disdained when tenure approaches, it would greatly encourage them to engages in these valuable activities.

Finally, we note that the Master Plan Commission recommended charging the California State University with taking the lead in research into, and practical applications of, new instructional and educational technologies. We believe it wiser to recommend that both the California State University and the University of California be supported in their efforts to explore the uses and application of the new technologies. Certainly it is an appropriate subject within the research schools of the University of California -- and also an area in which the California State University's schools of education need to do more research themselves. We would especially welcome joint research efforts between the segments here.

In light of all the above, we recommend that

//37// **The Trustees of the California State University, the Regents of the University of California, and the governing boards of accredited degree-granting independent colleges and universities shall ensure that the education of teachers is among the highest priorities for institutions and for system-wide support.**

- **The Trustees of the California State University, the Regents of the University of California, and the Board of Governors of the California Community Colleges shall formally recognize professional service to the public schools as part of their faculties' responsibilities. Faculty who contribute to this role should be rewarded through the retention, promotion, and tenure process and by other appropriate means such as reduced teaching loads or released time for related research.**

- **The Trustees of the California State University and the Regents of the University of California shall each establish their own respective systems of consultation with our public schools so that public school teachers and administrators will have an opportunity to assist in determining the education research agenda of the California State University and the University of California.** (c.f. MPC Rec. #12)

B. Undergraduate Education

Undergraduate education is the heart of higher education. In simple structural terms, undergraduate enrollments drive the funding and set the base for future expansion for all of California's public universities and colleges. The expectations of undergraduate faculty regarding student preparation determine admissions course requirements and thus determine high school curricula. And this, in turn, sets the stage for much of what is taught before high school.

But undergraduate education is also the substantive center, the cultural heart, of our system. The policies and practices of undergraduate education demonstrate our fundamental educational values and purposes. And given the social position and authority vested by our society in persons who are educated, the character of our educational system says a great deal about what we value in both leaders and citizens.

The degree programs and courses which define an undergraduate education express, in brief, our view of what an educated man or woman is expected to become and to know. The long history of higher education has been one of continuing reexamination of, and change, in these expectations. This examination goes on at all levels: in the universities and colleges themselves, in the hearts of students and in the changing hopes of their families, in the boardrooms of business and in the halls of the Legislature. There is no final or "right" definition, no certain center to the talk of what constitutes an educated person; there is only an evolving consensus and the continuing dialogue.

This is a dialogue with many voices. We want to acknowledge from the outset that ours is only one, and that most of the substantive agenda is set by persons outside the Legislature. Within the institutions themselves the faculty are empowered to determine the curricula, to set the proper professional standards for certification in academic and professional disciplines. They do not do this in a vacuum, of course, but in an interplay of accrediting agencies and exterior forces determining what is needed in an educated (let's say) Engineering or English student. And the students make their own voices heard, either voting with their feet or with their organized participation in campus debates on curricula or programs.

We in the Legislature are charged with a broader responsibility, to define the parameters of the public interest in education and in the definition of the educated citizen as California approaches the 21st Century. We have no desire to write curricula or determine professional standards. Instead, we seek to clarify what California's people can broadly and appropriately expect from higher education.

We make here our basic claim: that the future social, economic,and cultural development of California demands an education for responsible citizenship in a Multicultural Democracy. What does this mean? What will it take? Certainly it begins with a commitment by all of us -- the Governor, Legislature, Academic leadership, faculty and staff, alumni, and students -- to make quality education available to every aspiring Californian. This is the right of every California; they can expect more.

They have a right to expect an education which empowers them intellectually, morally, and vocationally. They can expect an education which offers them an opportunity to become fully thoughtful citizens, which provides them an occasion for engaging the enduring questions in our evolving and complex culture, and which gives them hopes of becoming fully responsible, productive, and satisfied participants in California's developing multicultural society.

What does this mean? In the most immediate sense it means a renewed emphasis on broad and general education, on a comprehensive intellectual engagement in personal, cultural, scientific, and historical questions which goes beyond the discipline-based and professional training dominating so much of higher education. We agree with the Master Plan Commission's conclusion that "General Education has been neglected in the undergraduate curriculum." At a time when the professional training seems ever more narrow, and the demands of academic specialization determine much of the course offerings in departmental programs, we hear many pleas -- from business, the professions themselves, community leaders and students -- for more broadly literate graduates, able to integrate disciplines and move across intellectual boundaries.

We therefore support the Master Plan Commission's call for a renewed emphasis on undergraduate General Education. We support the many efforts currently underway within the three public segments and the private universities and colleges to review the question of what general and broad educational experiences ought be shared by all students.

Further, we support undergraduate interdisciplinary programs which aim to integrate discipline-based knowledges, reaching beyond the boundaries of traditional fields to seek approaches which synthesize and unify. Particularly in areas where the state has an abiding interest, like ethnic studies and environmental studies, we strongly encourage the further development of interdisciplinary approaches and programs.

Beyond the broad claim for more and renewed general education and interdisciplinary approaches, there are three educational themes we regard as essential to California's future. First, we obviously affirm education's traditional intention: the full development of every student's intellectual and analytic capacities. California needs every citizen to have an opportunity to develop these skills -- whether through vocational programs or academic studies at a time when California's employers currently import from other states and countries over 50 percent of employees in jobs calling for a baccalaureate or higher.

This imperative requires no extended comment. The development of intellectual talent already informs every program and course offered by California's fine colleges and universities. Every discipline assumes responsibility over this charge; every department is organized around it.

Second, we affirm the oldest tradition in education: the full development of the moral sensibilities. No technical training can substitute for the personal capacity to discern the moral and ethical dimension of life, or for the sense of oneself as an empowered and healthy person. California's future as a democratic community will depend upon the development of what Tocqueville called "habits of the heart", those commitments of affection and identity which make a citizen wish the best for his or her companions.

This is not a question of particular courses or programs, but rather a broader approach to all of education. We need our people to become more than well-informed purveyors of fact and figure, getting their degrees and dashing off to their financial rewards. California needs men and women with judgement and maturity, vision and values; we need citizens whose individual autonomy and freedom is informed by a deep sense of community responsibility. University and college students need, in short, an education which asks them to grapple with their own values and commitments. They need an education which asks, moreover, that they envision the social institutions in which their values can flourish. This is a moral education with a social imagination.

We invite our universities and colleges to develop strategies and plans for engaging every student in these questions. We also recognize the danger here of moral orthodoxy, but this fear cannot be an excuse for avoiding asking the questions or engaging the students.

Third, we affirm that education must be informed by a deep sense of our historical location. We need each student to fully develop his or her capacities for living proudly in a multicultural community, itself part of an international community.

There ought to be nothing exceptional in this claim, for it is the same as asking that every student recognize that he or she is a Californian. Indeed, undergraduate education would profit from a more self-conscious appreciation of the uniquely California experience, and our campuses would profit from curricula, programs, and projects which give undergraduates an occasion to better understand the history and culture of California. The California State University recently concluded a comprehensive review of its programs and courses in the general area of "California Studies". This review revealed a wide variety of offerings in many fields, taught by creative and innovative teachers, and concluded with suggestions for better coordination in facilitating the visibility and viability of programs in this area. We applaud these efforts, as they will help our students locate themselves in our shared history.

Ours is, of course, a history and culture which has always been multicultural and international. Education for multicultural success is imperative for each and every student regardless of race or ethnic origin. Among the intellectual and social boundaries we now most need to move across are those segregating the cultures which make California so vibrant and rich. We regard it to be in the state's direct and immediate interest that our students develop an appreciation of, and comfort with, cultures other than their own.

This seems to us a reasonable demand. It used to be the mark of an educated man or woman that he or she was knowledgeable beyond his or her own experience, welcoming that which was new. Indeed, the earliest sources of Philosophy in the West emerged out of the encounter between different understandings of the human or natural condition, and critical thinking itself demands a willingness to engage perspectives outside one's own.

Philosophy joins sociology and economics in suggesting the necessity of renewing the old commitment to knowing more than one's own culture. California is a state of immigrants, both domestic and international, and we know that our strength derives from our unique capacity to integrate so many different peoples. We encourage, indeed assume, the integration of newcomers to the dominant language and civic ways; virtually every institution is organized to insist on it. But at the same time we insist that our institutions would function better and more productively if each Californian was more familiar with and appreciative of the great diversity of our people.

We have been especially impressed by leaders in our business community who have argued that Californians must have more knowledge of one another's culture and language if business is to flourish, here and abroad. And our need goes beyond business to society. As our population grows more diverse so will our schools and communities. Californians cannot afford the dubious luxury of locking ourselves in our own ghettos, and we will grow more tolerant if we know one another more immediately.

This means, at a minimum, that every student should have the opportunity to know the history of both ethnic minority and majority peoples, and learn something of the meaning of those histories in our current and future affairs. We therefore strongly support efforts within each segment to make ethnic studies an undergraduate graduation requirement, and to integrate multicultural issues into the departmental offerings across the board.

Further, we support the development of centers and programs to study the issues of multiculturalism in California and the United States. And, there may be historic and geographic reasons for different campuses to develop programs aimed at the history, language, and current needs of particular ethnic communities. Cal State Humboldt, for example, could house a major Native American center which could simultaneously serve the needs of the local community and bring Native American people and issues into the on-going programs of the campus. Other campuses could house centers focusing on the communities of newer immigrants which develop in their areas.

If one direction of a general education is to open up the experiences of each of us to our immediate neighbors, then it should also invite us to know more about our international neighbors. Indeed, one of the special features of our current and future condition is that it becomes less and less sensible to even speak of "foreign" and "domestic" as if they were impermeable categories. In social, economic, scientific, and political spheres, we must work and act in a thoroughly interconnected world.

This is especially true in business and trade, where our future depends upon our capacity to work with people from the broad range of cultures which define the Pacific Rim (especially) and beyond. It is also true in a world in which problems of our environment and the ecology of the oceans and the atmosphere obey no national boundaries. And, of course, the literary, scientific, and philosophic world is not strictured by national boundaries, and our own understandings cannot be parochial.

We are, therefore, very supportive of proposals to internationalize the college and university curriculum, and broaden the experience of each of our students. We have been impressed by the University of California at San Diego's plans for a new "international" college, and at efforts on many other campuses in both the University of California and the California State University to bring international issues into a wide range of programs. Again, we are supportive of new centers and projects which provide an interdisciplinary setting for the examination of international issues.

Beyond efforts in the curriculum and in programs, we see the need to establish closer relationships with a wide range of overseas institutions. In the social sciences and humanities, also in the sciences and the professions, a more sustained set of relationships will provide opportunities for both students and faculty to widen their grasp of their fields. And, reciprocally, our institutions can benefit from exchange programs bringing overseas students into our programs.

Central to all these efforts is the issue of language. If we regard it in the state's interest for us to know our own people better, and know better those peoples and nations with whom we share the globe, then the development of language capacity becomes a necessity for every one of our students. Far from being an artifact of an earlier period of liberal education (when knowledge of a "foreign" language was considered the mark of an educated person) the need for more facility in languages now becomes a practical imperative. We are already a bilingual state, with a multitude of "second" languages, and we are now moving increasingly in an interdependent world of other languages as well. We owe it to ourselves to become bilingual citizens where fluency equips us to act and communicate effectively both at home and abroad.

We agree with the Master Plan Commission's recommendation, therefore, that undergraduate general education curricula require competency in a second language. We believe it is necessary for our public systems to begin now to plan so that by 1996 every graduate of our public universities shall be biliterate (that is, able to read and write, as well as converse, in two or more languages.)

So, we call for a renewed emphasis on undergraduate general education, and an integration into that general education of cultural and international studies, and language proficiency. These are directions we deem to be in California's general interest, issues of education which transcend the particular professional and career training too often sought by undergraduates.

The details of curriculum and program we leave to the faculties and students who must design them, but we seek their support in trying to design curricula which truly meets the needs of our people into the next century. If it is their judgement that some professional and pre-professional programs cannot be completed in the traditional four years (especially in light of broader general education requirements), then we are willing to support the extension of designated programs to five years for the baccalaureate degree.

We have spoken at some length about the new conditions and the new imperatives for undergraduate education. But the full education of an undergraduate does not take place in the classroom alone. A very great deal that matters goes on outside the classroom. Of particular interest to us are public service programs which invite students to develop their knowledge and skills as they share themselves in the practical world of our communities. The Legislature has already made its voice heard on this subject by passing AB 1820 (Vasconcellos, 1987), which required the University of California and the California State

University to develop student community service plans. AB 1820 also strongly expects and encourages university students to participate voluntarily in community and social service projects.

We reaffirm our support for the further development of the California Human Corps. California invests handsomely in the education of each of our college and university students; the tuition and fee policies to which we have committed ourselves insure that every student, even the most wealthy among us, is well subsidized. It seems a matter of simple morality to ask our students to contribute back to the communities whose labor and taxes support their education. Be it serving Senior Californians, or laboring in environmental projects, health care, AIDS work, childcare or elsewhere, our students can work in ways which give back to California.

In light of the above, we recommend that

//38// **The governing boards, in consultation with the faculties, shall be responsible for the coherences and the quality of the undergraduate curriculum, and consistent with statutory mission and role, they shall publish clear statements citing specific curricular goals, objectives, and priorities for the segments as a whole and for each of the campuses.**

Governing boards must be forceful and proactive in protecting and advancing general education within the undergraduate curriculum and shall carefully consider in consultation with the faculty the following actions:

- **creating a common general education core curriculum, and designing coherent breadth requirements with comprehensible goals and objectives;**

- **requiring completion of a general education core curriculum during the first two years, and developing programs to ensure that general education is a continuing part of a student's education through the undergraduate years;**

- **expanding international and multicultural education programs to enhance opportunities for developing understanding in these areas;**

- **requiring a course in ethnic and multicultural studies for the baccalaureate degree;**

- **requiring competency in a second language for all college graduates both to meet the needs of a multicultural world and to have the opportunity to understand a different culture through its primary mode of expression;**

- **providing students the occasion, in their courses and other programs, to engage the moral and ethical issues central to their full development as responsible citizens;**

- **providing for voluntary public service for credit, when academically appropriate, to enhance opportunities for the development of civic responsibility.** (c.f. MPC Rec. #13)

Absolutely central to any hope for quality undergraduate education must be an uncompromising commitment to excellence in undergraduate teaching. We heard testimony that true brilliance in teaching is a gift which is not itself taught. But, as one senior professor testified before us, there is much that can be done to insure more attention to good teaching -- and good teaching is the minimum we have the right to expect from men and women afforded the privileges of faculty rank.

But university positions, and tenure in them, are not awarded solely on the basis of good teaching. Faculty are hired in the University of California with the explicit expectation that their research contributions will form the center of their later evaluation and future tenure prospects. While teaching is one of three formal elements to be considered during the tenure process at the University of California, along with community service and research, we are repeatedly advised that in practice the research component far outweighs the other two put together.

Despite the dogmatic assertion that research and teaching complement each other, we are not persuaded that this is always the case. We certainly appreciate that no serious teacher can do his or her work without being a serious scholar, though we are not convinced that published research findings are essential to good scholarship. And we hear evidence a plenty that not all serious researchers are devoted to teaching. Indeed, we know that universities create research positions explicitly designed to include little teaching, and other "teaching" positions are made more attractive to candidates on the basis of reducing the teaching to a minimum.

This question is not an abstract either/or. We take pride in the fact that the University of California is a great research institution. There may be many good occasions when faculty positions are explicitly designed to emphasize research. We are troubled, rather, by the lack of balance and by the inexorable drift in the academic culture away from regarding excellence in teaching as a good in itself, worthy of promotion and reward. Alternatively, we are troubled by the reduction of "scholarship" to a list of refereed publications, and the premium placed on one's ranking in the publications world.

We have a long history of generously supporting the University of California to do research, and we commit ourselves to continue to do so. What we seek is a companion commitment back from the University to the burgeoning numbers of students who will come through the University: the faculty should recommit itself to honoring good teaching, and with few exceptions give equal weight to teaching quality in evaluating and promoting their peers.

Further, we want to see public service revived as a serious part of the University of California faculty's evaluation of one another. The neglect of this aspect of the public responsibility of university faculty has particularly bad impact on faculty members who engage themselves in outreach to schools and to local communities of the poor and minorities. In the case of minority faculty who are often called upon to participate in the University's outreach efforts, the University cannot break faith with them at tenure and promotion time. And the University can hardly ask its students to take public service seriously if its faculty does not honor it themselves.

We seek balance, then, in the University of California's evolving practices regarding who is honored and who is rewarded in its system.

We note that the same tendencies to evaluate research above teaching are at work in the California State University, where the principal Mission and explicit commitment of the system is to quality teaching. While there is no formal University policy demanding it, we are well advised that research and publications are increasingly emerging as the prime element in promotion and tenure in many California State University departments and schools. We find this troubling, not because we are unsympathetic to the need for faculty to develop their talents and skills in scholarship, but because we want the California State University to be proud of and honor its long tradition of excellence in undergraduate teaching.

The California State University now has the opportunity to develop new approaches to research and scholarship in the so-called "comprehensive" university. This great system has the opportunity to redefine what kinds of scholarship shall count in an institution which retains its primary focus on developing a great teaching faculty. We have already made explicit our support for the California State University developing this project in scholarship, and we encourage the California State University to seize this historic opportunity in the context of an explicit recommitment to the primacy of teaching and learning.

As in the case of the University of California, each faculty member of the California State University is also called upon to make his or her contribution to the public good through public service. As we made clear in our mission statement regarding the California State University, we are especially supportive of efforts within that system to integrate scholarship and public service in the California State University's efforts to address local and regional issues in California.

Our goal is balance, then, between teaching and scholarship and public service, and differing balances in the two four-year systems. In light of the above considerations, we recommend that

//39// **Each segmental governing boards must affirm that the oversight of teaching quality is as important a governance issue as its other management and administrative responsibilities. Each board must require regular reports from each campus and its system-wide chief executive officer as to the state and quality of undergraduate instruction for each campus and for the segment as a whole.**

The Trustees of the California State University shall by policy declare and ensure that teaching is given the greatest weight among the factors considered in the retention, promotion, and tenure process. The Regents of the University of California shall by policy declare and ensure that excellent teaching is as essential as research in retention, promotion and tenure. Each of the three public segmental governing boards shall ensure that teaching is of major importance in post-tenure review. (c.f. MPC Rec. #14)

Beyond the formal commitments of each segment to emphasize teaching in faculty evaluations, we agree with the Master Plan Commission that fine teaching requires continuing renewal and support. In the next section we will affirm Commission recommendations on the importance of learning teaching skills in graduate school. Here we want to affirm the Commission's recommendation concerning the importance of on-going faculty professional development. Particularly in light of the dramatic changes in California's social and demographic order, it is in our state's interest that faculty in all three segments have the broadest opportunity to review new developments in pedagogy and learning. And, as the Master Plan Commission put it, faculty must have the opportunity to learn new "intercultural and interpersonal skills if they are to respond sensitively and effectively to much more heterogeneous student bodies and a variety of new student concerns."

Accordingly, we reaffirm the Master Plan Commission's recommendation that

//40// The Governor and Legislature, by providing adequate state financial support, and the governing boards, by policy, shall actively encourage and support professional development. **(MPC Rec. #17)**

In addition to professional development within each segment, we believe there is a greater need for intersegmental projects which bring faculty together from the different systems. We are told of increasing isolation between the faculties of the three segments, and an informal pecking order which is reinforced by very different access to professional meetings and colloquia. Particularly among the community college faculty there is a sense of intellectual and social estrangement, of second-class academic citizenship, and very little chance to work collaboratively on intellectual or pedagogical issues.

Only at the top, at the level of the statewide Academic Senates, and in specialized curricular projects is there much interaction. We have two concrete proposals: first, that faculty in each of the public systems have reciprocal professional privileges within the other systems. (At a minimum this means access to facilities and libraries). Second, that the Intersegmental Coordinating Council be funded to sponsor a wide range of topical and curricular conferences and programs explicitly aimed at bringing together the faculty of the different systems.

Accordingly, we recommend that

//41// Each of the three segmental governing boards shall develop, in consultation with its respective faculty, a policy that all faculty from any of the three public systems and the private colleges and universities shall have reciprocal professional privileges, including access to university and faculty facilities.

The Educational Round Table shall develop, through the Intersegmental Coordinating Council,

and the Governor and the Legislature shall support, intersegmental projects intending to facilitate intellectual and professional dialogue between the faculties of the three public systems. Of especial interest are projects aiming to increase discussion of pedagogy and learning within disciplines and topical areas.

The Master Plan Commission concluded further that a commitment to quality undergraduate education requires a fresh look at student-teaching ratios and class size. As the Commission put it,

> The burden of too many students per class and too many classes to teach often prevents faculty from giving careful attention to all their students, adequately preparing for classes, meeting public service and research obligations, and seeing to their own professional growth.

The problem of large classes is particularly a problem in lower-division courses at the University of California, where the actual experiences of real students bears little relationship to the overall student-faculty ratio. And overly heavy teaching loads in the four-year systems is particularly a problem in the California State University. While we are obviously aware of the current fiscal restraints, the long-term health of the California State University system requires a reexamination of the current course loads, with a view to lowering the current number of units taught.

Accordingly, we agree with the Master Plan Commission that

//42// **The Governor and Legislature shall stem the trend toward increased student-faculty ratios and shall carefully consider whether current student-faculty ratios are detrimental to quality instruction and should be reduced.** (MPC Rec. #18)

Further, we recommend that

//43// **The Board of Trustees of the California State University shall work with its faculty representatives to study the current teaching loads of CSU faculty and make appropriate recommendations for the long-term health of the teaching function in that segment. This study is to be completed by December 31, 1990 and the results communicated to the Legislature.**

- **The Board of Governors of the California Community Colleges shall work with its faculty representatives to study the current teaching loads of the community college faculty and make appropriate recommendations for the long-term health of the teaching function in that segment. This study is to be completed by December 31, 1990 and the results communicated to the Legislature.**

The Master Plan Commission raised one additional issue when assessing quality in undergraduate education: the use of part-time faculty. It noted that all public colleges and universities need the flexibility to meet special or changing instructional needs through the employment of part-time and temporary faculty, but also warned that the conditions of their employment may adversely affect the quality of undergraduate programs. They particularly noted that some part-time faculty are "overextended and teach at multiple institutions with little time for out of classroom contact with students or other faculty responsibilities."

The Commission went on to argue that "The institutions must make sure that the teaching, counseling, and curricular responsibilities of part-time faculty are similar to those for full-time faculty, both in and out of the classroom, and that part-time faculty are compensated accordingly." We agree with this recommendation, and believe an explicit commitment to pro-rata pay and benefits for part-time faculty is the only long-term solution. Quality is not served by the current practice of choosing to use part-time faculty for cost purposes rather than for educational purposes.

Accordingly, we recommend that

//44// **Each of the segmental governing boards shall thoroughly evaluate its policies regarding part-time faculty and the institution's capacity to ensure that all departmental and collegial responsibilities are met. Through periodic review, each shall ensure that the use of part-time faculty does not become excessive and undermine instructional quality, and is reduced where it is already excessive. The results of the initial evaluations shall be made available to the Legislature by December 31, 1990, and each of the governing boards shall report to the Legislature on a biennial basis thereafter.** **(c.f. MPC Rec. #16)**

The governing boards of each of the three public segments shall prepare its own analysis of the advisability of providing pro-rata pay and benefits for respective categories of part-time faculty. These analyses may propose alternative formulas for covering segments of the part-time faculty, depending upon analysis of the overall employment profile for different part-time faculty. The results of these analyses are to be communicated to the Legislature by December 31, 1990.

We conclude this section by reminding ourselves that educational quality is intimately connected to educational equity. Much of what we recommend in the area of equity has its immediate impact on the quality of the overall environment in which students learn. For example, we cannot separate the equity issue of adequate student services in each of the three segments from the question of instructional quality. When talented and committed community college faculty make every effort to inspire and engage their students, they must have the assistance of quality libraries, academic tutors, EOPS counselors, and the whole range of professional staff whose work enables the academic enterprise to flourish. These parts of the colleges cannot be neatly divided off from the "academic" side of collegiate life. The same holds true in our two four-year systems.

Accordingly, we recommend

//45// **Each of the public segments of California higher education shall recognize the importance of student services and seek to assure their availability and adequacy, including appropriate attention to the persons who operate them.**

Similarly, when students, and in particular women and minority students, encounter a subtle lack of encouragement or more overt discrimination from faculty or from other students, it has an immediate and negative impact upon their education. In brief, education depends on more than teaching, and the artificial division of topics in a report like this should not obscure the deeper unity between them.

C. Graduate and Professional Education

California's many and diverse graduate and professional programs aim in two directions. First, they aim to develop the next generation of teachers and scholars who will add to both human knowledge and the learning of the next generation of students. Second, they are the source of many of California's doctors, nurses, engineers, lawyers, dentists, scientists, business leaders, writers, and others whose collective contribution to the economic, social, and cultural environment is significant beyond measure. Some programs do both -- create scholars and professionals -- while others are more narrowly focused on one or the other. Taken together,though, they constitute a major investment in California's future.

These programs are expensive; student-faculty ratios are necessarily low, laboratories and equipment are major capital investments, the time to degree is seldom short. These are programs where efficiency is not easy to judge in the short run, where the aggregate and long-term payoff is made in the next wave of inventions or the next generation of engaged students. We want to affirm our strong support for these programs, and only indicate a few issues which should be addressed in the coming decade.

First, we have already indicated that undergraduate education often suffers in institutions whose academic culture values research above all else. Without repeating the critique offered earlier, we would only point out here that it is in California's graduate programs that the culture of the academy is most directly and relentlessly built. Very few academic departments give assistance to graduate students in developing their teaching; there is little joint teaching experience; there are too few rewards for gifted teaching assistants.

We believe that every graduate student in an academic field where teaching is expected should be offered the opportunity to teach, and given the pedagogical assistance essential to developing his or her teaching capacities. Departments and schools should institutionalize team-teaching programs and student-directed seminars, and make instructional resources available to every teaching assistant. Graduate students should be informed about innovative and successful teaching programs -- like the Confluent Education Program at UC Santa Barbara -- and be supported in their efforts to gain instruction in their teaching.

Second, we have already argued that our graduate programs must do more to increase the numbers of minority and women students. Beyond programs of outreach and recruitment, there is a vital intellectual task in which graduate departments should engage: the transformation of traditional academic perspectives to become more universal, more inclusive, more comparative. The curriculum of academic graduate departments should rightly welcome the critical perspectives of women and minority scholars, and make it known that they welcome such perspectives. This would materially help in bringing more minorities into academic fields, and enrich the fields themselves.

Beyond this intellectual task is the additional request made so eloquently by graduate students: graduate departments need to reflect carefully on the informal and subtle ways in which their professional conduct and organization either facilitates or encumbers the advancement of the full range of graduate students -- particularly women and persons of color. We join those who have called for a systematic study of these things which provide the most encouragement for success among graduate students, and a corollary review of what stands in the way of success.

Third, we welcome the development of more and vital interdisciplinary graduate programs. Despite the perceived difficulties of placing interdisciplinary doctorates in discipline-dominated job markets, we believe that more cross-referenced doctoral programs (which allow students to be certified in a particular discipline while studying across fields), would have the net effect of widening the intellectual world of the academy. Especially in areas vital to California's future -- ethnic studies, international studies, environmental studies and planning -- better educated interdisciplinary scholars would be a welcome benefit.

Fourth, we want to make clear again our intention that the joint doctoral programs between the California State University and both the University of California and the independent universities be increased and strengthened. Particularly in education, and in other fields where there is a demonstrated demand and no nearby University of California campus, the joint doctoral programs should be expedited and expanded.

Fifth, while we are encouraged by the efforts over the past years to diversify our professional schools, particularly our medical schools, we need to reiterate California's need for increased numbers of racial and linguistic minority professionals, especially physicians and dentists. Further, we want to support efforts within the professional schools to increase their public service requirements of students, and to link their professional training to outreach into the communities of the poor and excluded. And at a time when California faces the most serious and deadly health threat in this century, we urge that all medical students have the opportunity and encouragement to participate in the remarkable network of medical, social, and community programs fighting the AIDS epidemic.

Sixth, we recognize that most professional fields are marked by controversies regarding new developments which challenge old orthodoxies. This is healthy, of course, and we support on-going efforts within the professional programs to review and integrate these new approaches into the education of our students. Especially in the health sciences, where there are entirely new fields opening up in wholistic medicine or community health, for example, we encourage initiatives to provide students both knowledge and experience of these fields.

Seventh, we cannot help but notice the recent attention being paid to questions of ethical development in the professions. An ever-widening web of scandals prompts the demand that each of our professional schools and programs integrate questions of personal values and professional ethics into the standard curriculum. These issues ought to be part of all courses and programs, not left on the margins of a narrow training in analysis and method.

Eighth, we note the Master Plan Commission's recommendation for a Blue Ribbon Commission to study the master's degree, its usefulness and meaning. We have not received testimony indicating that there is a problem in this area sufficient to provoke a special commission, and we note that the California State University is already currently conducting a major review of its Masters programs. These programs perform a vital and essential service to the State and they deserve our support.

Ninth, we share and adopt the Master Plan Commission's recommendation that the Regents of the University of California and the Trustees of the California State University ought to maintain "consistent policies for rigorous and systematic review of the quality of graduate programs." The Commission goes on to insist -- and we certainly agree -- that regular reviews ought to determine if "there is a continuing need and adequate resources for both existing and new programs;..."

These several points indicate our concerns in the area of graduate education. We have reflected on what would help place these and other issues on the agenda of our institutions. We conclude that on-going statewide Graduate Advisory Boards, organized through the student associations of the University of California and the California State University, and funded through the segments themselves, would serve as a useful public space in which the full range of graduate issues could be regularly discussed. Broadly representative of graduate students themselves, such Advisory Boards could also bring together appropriate faculty and administrators concerned with the issues of graduate education. Setting their own agenda, but remaining responsive to the queries of state agencies like the California Postsecondary Education Commission and the Commission on Educational Equity, the Graduate Advisory Boards could issue annual reports on a wide variety of topics.

Accordingly, we recommend that

//46// **The Governor and Legislature affirm their commitment to the continuing quality, growth,** and development of the graduate and professional programs of the University of California, the California State University and the Independent and Private Universities of California.

- The Board of Regents of the University of California shall assure that all Doctoral students in academic fields shall have an opportunity to develop their skills as teachers.

- The Board of Trustees of the California State University shall assure that Masters students intending to enter teaching fields have an opportunity to develop their skills as teachers.

- The Board of Regents of the University of California and the Board of Trustees of the California State University shall report on a biennial basis to the California Postsecondary Education Commission, the Governor and the Legislature, on the status of interdisciplinary graduate programs.

- It is the intent of the Legislature that joint doctoral programs between the California State University and both the University of California and selected private universities be expedited and approved when they meet the needs of students and of the State.

- The California Postsecondary Education Commission shall evaluate the effectiveness of intersegmental degree programs in meeting the needs of underserved Californians, and shall report the the Governor and Legislature no later than December 31, 1992, and biennially thereafter.

- The Board of Regents of the University of California and the Board of Trustees of the California State University shall assure that students in both professional and graduate studies fully engage the ethical and moral issues in their respective fields.

- The governing boards of each of the segments shall maintain consistent policies for review of the quality of graduate and professional programs. In addition to reviews

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of quality, the governing boards shall conduct periodic reviews of the need for new and existing programs, including programs leading to the Joint Doctorate. The results of these review are to be communicated to the California Postsecondary Education Commission and to the Governor and Legislature.

//47// **Student representatives of the graduate students of the University of California and the California State University shall organize statewide Graduate Student Advisory Boards as permanent consultative and representative bodies shall organize within the University of California Student Association and the California State Student Association. The Graduate Advisory Boards shall be supported through the annual budgets of the two university segments. The Graduate Advisory Boards shall serve to review and analyze policy on a broad range of graduate issues, and shall, through the University of California Student Association and the California State Student Association, periodically report on these issues to the governing boards of the segments, the California Postsecondary Education Commission, the California Student Aid Commission, and the Governor and Legislature.**

D. Quality in Vocational Education

Both the Master Plan Commission and this Joint Committee share a commitment to California's long tradition of offering vocational instruction through our public educational institutions. This need is now greater than ever before, for the rapid transformation in California's economy means a continuing change in both available jobs and work definitions. There is a growing demand for appropriate learning linked to new technologies, and better integration of job-related and broad literacy skills. More and more Californians are changing jobs, needing and seeking upgrading in their abilities, and wanting more capacity to adapt their learning to an ever-changing economic and social environment.

The distinction between academic and vocational education is artificial under these circumstances. On the one hand our professional schools are certainly "vocational," and on the other, our most narrow trade and technical programs now require comprehensive learning beyond the trade. The traditional dichotomy is largely a class distinction which obscures more than it enlightens. Even the structure of a report such as ours implies a great divide between the academic programs proper to the "academy" and job-related vocational programs. This is recapitulated through the different Missions, structures, and funding supports amongst the segments which house the different programs.

We want to affirm the proper and honored place of vocational education in California's system of higher education. The recommendations we make in this report regarding the overall system, faculty issues, quality instruction, educational equity, student supports, student aid, and accountability -- all apply fully and equally to our state's postsecondary vocational programs.

At the center of the linkage between vocational education and the broader issues of higher education is the linkage between job skills and broader literacy. In our report last year we recommended that vocational degrees from the community colleges had to include -- at a minimum -- a general education core curriculum. This inclusion would make it possible for students to decide their futures with a broader set of options. We reaffirm that recommendation here. At the same time we recognize that short-term certificate programs and individual skills courses will remain an important part of vocational programs.

Beyond the general linkage between vocational programs and the broader offerings of the universities, colleges and schools, there are three issues with which we are particularly concerned. First, we share a concern of the Master Plan Commission that the evaluation of vocational programs -- and the planning process within them -- has been hampered by the "lack of a comprehensive data base on programs offered and students served by the public sector," and the lack of an understanding of the connection between the programs offered in the public and private sectors.

We join the Master Plan Commission, then, in recommending that

//48// The State Job Training Coordinating Council shall establish an integrated statewide system of evaluation, and data collection for the use of all public and private institutions which offer vocational education and job training. The Council shall be responsible for the initial establishment of the system and in doing so shall consult with the Board of Governors, the California Postsecondary Education Commission, and the State Board of Education. All private occupational schools shall be required to participate in the state system of data

collection as a condition of accreditation, licensing, or approval by the state. (c.f. MPC Rec. #19)

Second, there is further connection which needs to be made more secure, between the emerging labor-market data system of the California Occupational Information Coordinating Committee -- now on a pilot basis -- and the vocational programs offered through the community colleges and the schools. We know that our community colleges and our schools are participating in the development of this system, and we want to support their on-going efforts to tie their planning to the state's effort to identify job skills by sector and industry. The full development of this system will provide invaluable help in the counseling of vocational students and in the long-term planning of vocational programs.

Accordingly, we recommend that

//49// **The Governor and the Legislature support and fund the continuing development of the comprehensive labor-market and job-skills inventory program currently being studied on a pilot basis by the California Occupational Information Coordinating Committee and the Board of Governors of the California Community Colleges shall develop a program which makes the information contained within this program available to the community college vocational program planning process.**

Finally, the Master Plan Commission affirmed that the California Postsecondary Education Commission is "responsible for seeing that information about labor market patterns, the training requirements of each occupation, licensing requirements, and existing program offerings are considered when decisions are made about establishing or maintaining vocational programs." The Commission went on to note that CPEC currently lacks the staff or resources to accomplish this on a "timely basis".

We fully support the Master Plan Commission's recommendation to strengthen CPEC's capacity to do program review in the vocational area. Furthermore, we are persuaded that the issue is much broader. There is a wide disparity in the kinds of program review which are conducted within the various community college districts, and wide differences in the performance criteria according to which programs live or die. In a major study recently concluded by SRI for the Bay Area Council, on the issue of the effectiveness of vocational and technical programs, SRI concluded that most programs had little accounting of the job placement rates of their graduates. What is lacking, in brief, is the ability to track the success or failure of programs in providing education which actually leads to employment.

In light of this, we will affirm the Master Plan Commission's recommendation concerning CPEC, and go further to recommend that

//50// **The Governor and Legislature shall fund a strengthened program review office in the California Postsecondary Education Commission shall consult with the educational professional organizations and coordinate with the Department of Education specifically to include the capacity to review the quality of vocational and occupational programs in the two-year and four-year institutions.** (MPC Rec. #20)

Further, the California Postsecondary Education Commission shall fully integrate the review of vocational programs with the student tracking data system described elsewhere in this report, and report every three years to both the California Community Colleges and the Legislature on the effectiveness of those programs in graduating and placing students. This data will be made available to the local community college districts for the purposes of their own internal planning in the vocational area.

Finally, the Board of Governors of the California Community Colleges shall develop an evaluation process for determining the effectiveness of the community colleges' vocational programs, particularly as regards both short-term and long-term job placements, and this evaluation system shall be a part of the regular assessment of effectiveness conducted by the Chancellor's Office.

E. Adult and Non-Credit Education

In our report two years ago on the future of California's Community Colleges, we spoke of a cluster of programs and courses as an area of "transitional education". While not making this a term of art in the education code, or explicitly using it in our formal recommendations, we used it as a descriptive term giving some purpose and coherence to programs which are often separated conceptually. We were primarily concerned with programs and courses in the areas of skills remediation and English as a Second Language -- as the courses and programs which offered students a "transition" to opportunity. We affirmed that courses in these areas were essential and important programs in the Mission of the California Community Colleges.

We also affirmed the essential importance of other community college programs and courses in the non-credit area, as meeting the needs of a large number of Californians. In parenting, citizenship, handicapped and disabled programs, courses and programs for older Californians, short-term vocational training and other areas, we saw communities served well by dedicated staff and faculty. Attendance in these community college programs reached over 169,048 persons in the 1987-88 academic year.

At the same time we sought clarity from the Master Plan Commission on the entire range of courses and programs offered in the non-credit mode, and on the relationship between community college offerings and the courses provided by the adult programs in California's public schools. These latter had not been a particular focus in our community college study, yet we knew that they were playing an absolutely critical role in meeting the broad needs of Californians across the entire state.

Subsequently, language in the 1987 Budget Act directed the California Postsecondary Education Commission to conduct a major study on the status and character, the need and the demand, for non-credit instruction. The Master Plan Commission finished its review of higher education before the California Postsecondary Education Commission finished its report on non-credit education (due October 1, 1988), and so the Master Plan Commission's report did not contain detailed recommendations in this area.

The California Postsecondary Education Commission study, released in November, 1988, provides a detailed and comprehensive analysis hitherto unavailable for purposes of designing policy. The California Postsecondary Education Commission's report focuses on the questions of instructional priorities, the relationships between different systems, the adequacy of programs and supports, and the equitable distribution of funds among the programs. We will not attempt to recapitulate their work here, but only offer some general observations, and make a few specific recommendations.

The provision of adult education, including the programs and courses we have identified as "transitional", is carried on through two different systems. The public school system provides roughly two-thirds of all adult education in California; the remainder is offered through the California Community Colleges. In 1987-88, approximately 300,000 Californians attended the public school adult education programs, generating course enrollments of 1,537,000 and an ADA (or Average Daily Attendance computation of student load) of 183,517. The California Community College ADA in 1987-88 was 70,880. Between these systems, each year 7 percent of Californians enroll in adult or non-credit courses.

These numbers represent significant increases since 1978, when the passage of Proposition 13 severely curtailed local spending for those programs. In the community colleges the numbers almost doubled in nine years (39,000 ADA to almost 71,000 ADA). But these numbers are artificial indicators of need, as the expansion in both systems is capped by law. At least by local reports, particularly in large urban areas, the need for adult instruction far exceeds availability.

This is especially true in English as a Second Language courses, where the enrollment cap severely limits the ability of both public schools and community colleges to meet local needs. This need is generated, of course, by the significant immigration into California and by the deep desire on the part of immigrants to learn English as their primary means to full participation in society. The need is further expanded by the Immigration Reform and Control Act of 1986 (IRCA), in which the amnesty policy explicitly directs non-documented persons to take English instruction as a condition of the "regularization" of their status. Under current IRCA provisions eligible persons have only 2½ years to show English language proficiency. In light of this, the California Postsecondary Education Commission argues that expanding English instruction "requires immediate action by the Governor and Legislature."

In both English as a Second Language and Citizenship courses, the need for adult education is rooted in a social process of assimilation and integration -- into the economy, the social and cultural milieu, and civic life. This is a need which will only increase in the near future, and is an area where California must enthusiastically welcome our newest residents.

In the area of basic skills remediation our need goes beyond those of recent immigrants, especially in the area of adult illiteracy. As we noted last year in our community college report, our current illiteracy rate is a scandal, approaching 20 percent of our adult population. This threatens our economic, social, and political health. An illiterate workforce cannot fully contribute to our economy; illiterate citizens cannot effectively exercise their franchise. Anti-illiteracy programs should be among the state's greatest priorities.

No one denies the need in these areas, though precise data are very hard to come by (when a district "caps" a wait list, how many others have failed to have their need recorded?). But we do not have to wait for precision to see the obvious: Waiting lists tell us that there are men and women seeking our help and seeking their future. In these areas -- English as a Second Language, Citizenship, Basic Skills Remediation -- we cannot afford to let false economies stop us from meeting their aspirations.

In light of all this, the California Postsecondary Education Commission recommends that "funding for English as a Second Language (ESL) and basic skills ... be on an on-demand basis." We share their view and accordingly, we recommend that

> //51// **The current enrollment caps governing programs in English as a Second Language, Citizenship, and Basic Skills Remediation shall be removed, and enrollment in those non-credit areas shall be fully supported by the state in keeping with standards established by AB 1725.**

Beyond the issue of meeting these needs, the question everyone confronts is: what is the proper or best institutional setting through which to offer the adult non-credit instruction? Or, more broadly, there is a cluster of issues regarding "delivery" in this area: where are the best programs, how well coordinated are programs between the public schools and the community colleges, in what consists "efficiency" in these programs, what services are available through the different systems, and how are adult education programs linked to access to other educational programs (either academic or long-term vocational)?

The California Postsecondary Education Commission study aims to address these issues. Programs vary enormously, they are costed out at different levels, and different regions have different kinds of delivery systems. Community colleges in 66 districts offer adult non-credit instruction, while 235 high school or unified school districts offer it. These numbers are deceptive, however, as the instruction is concentrated in relatively few districts.

As the California Postsecondary Education Commission noted in one of its preliminary drafts, "In 1986-87, 83 percent of non-credit ADA was offered in only 12 community colleges, and 50 percent of all adult ADA was offered by only 20 adult schools. Many of the schools operate very limited programs. For example, 87 of them offer programs that generate less than 100 ADA..." The picture is made more complicated by the fact that several locales have collapsed the two delivery systems into one; in San Francisco, for example, all adult education is operated through a Division of the local community college district.

In those districts where the community colleges offer "non-credit State-subsidized courses for adults", they must operate under a "delineation of function" agreement with the public school district. This does not affect disparities in funding, staffing levels, or linkages to local employers, social service agencies, or community groups. But these agreements do represent efforts to divide responsibilities and programs. Their effectiveness appears to vary according to local area.

We will not attempt to resolve the many complicated issues the California Postsecondary Education Commission study was explicitly designed to address. And we will not move arbitrarily to simplify the complex question of who can best deliver adult non-credit instruction. It is our best judgement that both the public schools and the community colleges do extremely well with very little resources. And they do so under very different local arrangements. Any state policy which "resolves" the issue of delivery at a statewide level will do violence to those local solutions which work well.

Our community college report made certain things clear: if the colleges were to remain open to all capable of benefitting from instruction, then the colleges were going to offer the widest range of remedial courses. We resisted all notions of an academic "floor" below which students would be sent to the local public school schools. (In San Diego or San Francisco, for example, there would be no local public school program.) Especially for those students who wished to be on a college campus, the full range of remediation and skills development is an absolute necessity. We continue to oppose academic floors in the community colleges, and would oppose any attempt to use the current matriculation system to create one in a local district.

We also made clear our desire for better coordination between the different institutions offering adult education. Multiple providers are not necessarily "duplicating" services if they are both reaching people in need. But better coordination can help. We expressed some impatience with local turf struggles when the issue ought to to the coordinated assurance that local needs were being met. And we expressed a clear preference for equity in funding the adult education programs, wherever they are formally housed.

Men and women of enormous talent and commitment teach and counsel in these programs -- whichever system they are in. We have been deeply impressed by the instructional and professional staffs in California's adult programs. They labor long and hard, they are not well paid, too many of them have little job security. Counseling staffs are overburdened by the numbers and the complexity of their students' needs, yet they are consistently present for the students. In parenting programs, programs for older adults, and programs of the handicapped, instructors and staff provide profoundly important human services.

In the short-term vocational areas these programs meet other kinds of needs, born of instability and uncertainty, or of our students' deep wish to do better in life. In both our public schools and our community colleges these courses are often linked in sophisticated ways to job placement programs or local employer consortia. These programs are absolutely essential in an economy as turbulent as California's, and we support them.

In light of these observations, and our previous recommendations concerning community college programs, we have several proposals to make.

First, we reiterate a general policy claim regarding whatever level of service or program adequacy is advanced by the California Postsecondary Education Commission's report. That is: programs serving the needs of adult Californians in areas deemed necessary by the state should be organized and funded in a sufficient and equitable manner. If an instructional area is important enough to deem in the state's general interest, then it must be adequately funded and supported.

What does this mean? It means that the faculty/student ratios should be reasonable, that faculty should receive a decent wage and benefits, that there must be adequate support services available for student counseling, transfer and career advising, academic tutoring and support. It is not acceptable for California to provide less resources for these essential instructional functions in the adult programs where the needs are greatest.

Accordingly, we recommend that

//52// **In those areas of adult non-credit instruction deemed to be in the state's interest, the state shall provide adequate resources for the full and successful operation of the programs. This shall mean, at a minimum, that student/faculty ratios are maintained at levels appropriate to quality learning, instructors and staff be adequately paid, with sufficient benefits, and that staffing levels be adequate to meet the real needs of the students.**

Whatever the particular and local arrangement between the adult programs offered through the public schools and those offered through the community colleges, the faculty and staff of both systems need to regard each other as professional colleagues. Adult non-credit instructors in the community colleges must be assured of equal status in all affairs of the college faculty.

Within and between the various programs housing adult education there are major differences between the kinds of assessment and counseling which are available. Within the community colleges the new matriculation program is not currently designed to address or integrate the students enrolling in the non-credit mode. In those districts where the non-credit mode represents a major part of the district's work, the inability to link students into the matriculation process can reduce the district's ability to effectively counsel and assist the student.

The community college matriculation system should be extended to include students in the non-credit mode. And, in the adult programs of the public schools, there is a need for a companion matriculation process -- one designed appropriately for the specific kinds of courses and students who attend. Such a system might not address all the students in these programs, but would assist the placement and counseling for a healthy percentage of them.

Accordingly, we recommend that

//53// **The Board of Governors of the California Community Colleges shall develop a plan for expanding the current matriculation program to include non-credit students in the colleges. This plan shall be completed and communicated to the Governor and the Legislature by December 31, 1990, then becoming the basis for budgetary proposals, which shall be adequately funded by the Governor and the Legislature.**

The Superintendent of Public Instruction shall prepare an analysis of the need for a comprehensive matriculation system in the adult programs offered by California's public schools. This analysis, and proposals concerning such a matriculation system, shall be completed by December 31, 1990, and communicated to the Governor and the Legislature.

F. Assessment, Accountability, and Incentive Funding

Educational "quality" means that men and women have grown and prospered -- intellectually, morally, spiritually. Every teacher who loves the craft of teaching knows that success is elusive, living in the delicate balance between the achievements we can measure and those we cannot. And every good teacher is ceaselessly self-critical, constantly searching for ways of bringing learning more alive.

Much of this search goes on very privately, carried along by conversations with students and colleagues. Punctuated by course schedules, exams and grades, the search goes on constantly, as each teacher looks for what works. And what works changes all the time.

This subtle complexity makes teaching an art, and a difficult one. It is not a method, and cannot be reduced to one. And yet the good teacher searches for patterns, for approaches which are comfortable, for ways of being present in the classroom. The good teacher looks for help, asks the students, assumes very little, wants to know more.

All talk of "assessment" in higher education has to start here, in the need for the good teacher to know more. What works for students; what did they carry away; how did they change? Or, beyond the immediacy of the classroom, what keeps the student in school, what drives him or her away, what motivates them to choose one career or another?

How can we know these things, beyond our most immediate intuition concerning them? And, what are the limits of what we can assess about these things?

These are the questions with which we approach proposals concerning the assessment of higher education. Over the past few years there has been a growing fascination with "outcomes assessment" in education, rooted in the desire to know better what are the real results of education in the lives of students. Beyond the gross numbers -- so many got in, so many graduated, so many got 3.4s -- what really happened for students?

The policy issue is, at first glance, relatively straightforward: can the state or the institutions devise a system (or systems), through which educators might better measure their success in the education and development of students? Whether assessed in quantitative output terms (retention rates, graduation rates, job placements), or qualitative judgements by students concerning the value of their education, assessment offers the prospect of assisting educators in understanding some of the effects of their work. These processes could also assist students in recognizing which institutions and programs offer them the best opportunity for their own learning and development

From the perspective of California's policy-makers, assessment could offer the prospect of judging some part of what is "produced" through California's higher education systems, and performance-based funding would hold out the prospect of linking funding to preferred outcomes. Both this Joint Committee and the Master Plan Commission have at different times suggested the value of tying some part of funding to performance measures.

There are two very different kinds of assessment, one aiming at the overall performance of institutions, the other at the learning experience itself. We have an interest in both kinds of assessment. In the realm of institutional performance, there are issues of manifest public interest which would be served by an assessment system. Among the most crucial are: increasing the numbers of minority students entering postsecondary education, increasing the numbers of all students successfully completing their degrees, and increasing the numbers of women and minority persons entering the faculty ranks.

Second, California has a direct interest in educators better understanding the substantive development of their students. This realm is ultimately, of course, the key to better institutional performance in all areas.

These two areas suggest two different kinds of assessment systems, each aimed at different issues, each housed at different levels of our educational institutions, and each bearing a different relationship to funding.

The first assessment system would operate through both incentive and performance-driven funding. We have already charged each of our three public segments with developing a coherent system-wide plan for significantly increasing the numbers of minority and women faculty. And, we have charged them with increasing the rates of minority access and retention for all students. Using current acceptance and retention rates as a base, the three systems could design a coherent program to increase both access and retention. The state would offer incentive funding to develop and institute the program, and then provide performance funding based on the institutions' success.

Once in place the program would be monitored and assessed on an annual basis by the California Postsecondary Education Commission. As the three systems reached certain target figures they would proportionally share in an unencumbered budget augmentation. Thus, increased access of minority students, retention rates for all students, and the access of women and minorities into graduate work would result in performance augmentations for all segments. The assessment system could be designed so that institutional cooperation is required, as no one would gain until success rates occurred throughout the segments.

If limited to two or three specific target issues of paramount state interest, and designed to facilitate mutual benefit, such a performance incentive and funding system could well benefit everybody.

Accompanying the development of this assessment program could be a comprehensive data gathering system designed to follow the progress of students through the various institutions of higher education. Designed partly to assist the performance assessment system, it would also provide a wider base of knowledge about why students entered the system and why they left. As proposed by Dr. Alexander Astin of UCLA, this Student "Tracking System" would process data for each and every student entering a public institution. It has long been argued that we have too little comprehensive data on students, and this system would aim to correct that.

Operated at a statewide level, the Student Tracking System would have to utilize data codes which insure anonymity. The purposes of the system do not include the actual tracking of persons by name, but rather a more coherent base of knowledge about what happens to students in the aggregate.

In addition to the standard demographic information, this data base could have information about student aspirations and intentions. As each student progressed through California's educational institutions, the "tracking system" would carry normal course information as well as other data. Finally, when the student graduates or otherwise leaves school, the school could inquire as to the reasons for leaving or the student's assessment of his or her degree. Such a system would give us better information on why people leave school, what factors induce them to stay, and how they judge what happens to them.

Beyond these elements of a broad statewide statistical assessment program, there is the second general area of assessment which has captured attention: the assessment of the substantive development of students. Aiming to better understand what actually happens with students in their classrooms, faculty and students of each of the campuses of the different segments could design a wide variety of assessment methodologies (essays, interviews, test instruments, performance evaluations), with a proper attention to the very different ways different fields judge competence. While operated at a campus level, state incentive funding could be provided for these programs.

Varied, complicated, sensitive to nuance, these sorts of assessment programs would have to be carefully designed, over time, so as to assure that assessment does not lead to the mechanization or trivialization of an extremely complex issue.

The operation of such programs would not lead to statewide standardized test results, which would reduce the subtlety of what any decent teacher or student wants to know to the flat certainty of what can be measured. Instead, the program would provide a wide variety of mechanisms for judging what faculty and students want to know. And, as a campus-based system, it would not be tied to performance funding, as any such effort would inevitably force faculty to think inordinately of what they are measuring. And even under the most sophisticated assessment system there will be much that only intuition can tell a student or a professor.

The development of these mechanisms can have the salutary effect of bringing faculty into better dialogue with their students. Indeed, this dialogue has been one of the most critical features in other institutions' experience with these these kinds of assessment systems. Just raising the question of learning to the level of explicit discussion among the faculty and students of a department or school can affect the way in which learning is approached.

The reciprocity established between faculty and students is critical, and these sort of assessment systems should therefore include annual Student Evaluations of the student's educational experience. Aiming to include a wide range of issues (quality of instruction, campus housing, effectiveness of student services), this evaluation can become a regular part of an on-going process of reflection about the purpose and direction of the entire education enterprise.

Accordingly, we recommend that

//54// **The California Postsecondary Education Commission, working with representatives of the governing boards, faculty senates, and students of the three public segments of higher education shall develop and propose an intersegmental assessment project aimed at: increasing the numbers of currently underrepresented minority students attending each segment of California higher education, including graduate programs leading to the doctorate, increasing the retention rates among all students within and between the three segments, and increasing the number of women and minority faculty in regular appointments in the three segments.**

- **The Legislature and Governor shall provide incentive funding to establish this program, with clearly defined goals and expectations. This shall follow the completion of the studies regarding student outcomes and assessment currently being conducted by the California Postsecondary Education Commission, and upon receipt of its proposals concerning the proper forms and content of assessment programs.**

- The California Postsecondary Education Commission shall monitor the operation and effects of the program, and shall make annual reports to the legislature regarding progress towards its goals.

- Upon success in reaching the annual goals, the Governor and the Legislature shall provide an augmentation to the budgets of the three systems in the subsequent budget year, to total an amount agreed to in the original program design.

- The California Postsecondary Education Commission, to facilitate the data collection required for more detailed and coherent view of the substantive progress of students through California's postsecondary system, shall design, in cooperation with the governing boards of the three segments of public higher education, a student "Tracking System" capable of collecting data from all California postsecondary students upon their entry into the system, their passage through the system, and their exit from it. Such a system shall be designed so that individual anonymity can be guaranteed.

- The Regents of the University of California, the Trustees of the California State University, and the Board of Governors of the California Community Colleges, shall each initiate programs through each of their Faculty Senates to begin campus-based student outcomes assessment, intended to understand both the cognitive and substantive development of students, as well as their opinions concerning their educational experience. The Governor and the Legislature shall provide challenge grant funding for those projects being planned, and the segments shall report annually on the impact of these projects.

VIII. Higher Education and California's Economic and Social Development

There has been considerable attention recently given to the role of education in both California's and our nation's economic growth. Amidst growing concerns over American's productivity, increased competition from abroad, and a growing gap between the rich and poor at home, many have sought answers in school reform and educational change. The Governor's Economic Development Corporation's report Vision: California 2010 is a recent example, calling on California's universities and colleges to "review their traditional teaching, research and public service roles to meet the combined challenges of global competition, technological and demographic change."

This approach seems an obvious one, as our families and schools develop the enormous human talent, labor and creativity upon which all growth depends. What has been most notable in the recent spate of reports, conferences, essays and proposals regarding the role of higher education in economic competitiveness is the direct linkage consistently drawn between economic and social development, between the technological and the human dimension of development. Thus the Governor's Economic Development Corporation advances recommendations which echo the proposals of those seeking greater equity and opportunity, particularly supporting proposals to strengthen minority recruitment and retention, improve quality undergraduate education with requirements for international and language studies, and strengthening K-12 education.

Our Joint Committee shares with the Governor's Economic Development Corporation a basic belief that the best role the institutions of higher learning can play in the development of the economy is to focus on the multidimensional development of their students. Thus, we value and call for critical thinking, international perspectives, multicultural studies, programs for public service. When analysts speak of the "information economy", or of education as part of the "new economic infrastructure", they are speaking of a new social environment which needs just what liberal education has always sought to produce: a broadly literate, critical, independent and self-confident person, aware and knowledgeable about the world in which he or she must work and live.

At the same time we acknowledge the legitimate fears that California will not produce enough engineers, trained technicians, competent and flexible managers to enable us to remain competitive. We support efforts to increase the graduates needed in these fields, as well as in teaching, nursing, and other vital areas.

There is always a delicate balance to be sought, between the ever-changing need for new skills and for new investments in programs which will produce them -- and the enduring need to broaden the literacy of the specialists, to enable the technician to critically understand the entire system in which he or she works. Thus we support programs which link professional and specialized training to more integrated liberal arts studies.

In anticipating or planning future growth in sectors of California's social economy, we do not have effective mechanisms capable of assisting university planning. It is difficult to determine those areas in which the state may need more investment. Academic disciplines are by definition open-ended, not able to define the next wave of their own field, much less the needs of the society for their graduates. Business, for its part, is often not capable of accurate projections regarding "manpower" needs or the emerging new employment relations built through the business adoption of new technology.

There are, however, various efforts: analysis by research teams, corporate forecasters, regional economic development bodies. We argued last year that our community colleges were especially in need of help in developing long-term plans in vocational education, and so proposed the development of a research unit charged with this task. Earlier in this report, we argued that the California Postsecondary Education Commission ought to undertake more consistent and long-range planning analyses, and take the lead in suggesting new needs for training and education. We can only reemphasize those recommendations here.

Accordingly, we recommend that

//55// **The California Postsecondary Education Commission establish and adequately staff a research and analysis unit devoted to monitoring current work on the developing economy of California, including changes in labor markets, new production technologies and social relationships, and linkages between the domestic and international economies, with a view to better understanding the linkages between the California's economy and California's higher education system. To assist in this work the California Postsecondary Education Commission shall convene an advisory Committee on Higher Education and the Economy, with representatives from business, labor, ethnic minority communities, and the public and private segments of higher education. The California Postsecondary Education Commission shall release periodic reports on topics in this area, with the intention of better informing the Governor, the Legislature, the institutions of higher education, and the public on these issues.**

- **The Board of Governors of the California Community Colleges shall develop a unit inside the Chancellor's Office charged with liaison**

with the analytic unit developed by the California Postsecondary Education Commission, for the purposes of developing on-going discussion and analysis within the community colleges concerning the relationship between new developments in California's economy and the vocational programs of the community colleges. Such a unit could also be charged with responsibility over facilitating statewide linkages between California's business and labor communities and the vocational programs.

We know and appreciate that the research undertaken at our universities plays a central role in the economic development of California. This research, in both so-called "basic" and "applied" forms, has generated much of California's preeminence in agriculture, science and technology. Further, we share the view of those in the academy who emphasize the value of university research being a fundamentally open and public process, in which the results of research are broadly available for many to use.

The linkage between university research and scientific and technological innovation in the economy is extremely complicated, and does not operate along easily defined paths. Between the almost completely abstract discoveries of theoretical physics, for example, and the development of new industrial, medical, or communications technologies lies a tangled web of intermediate discoveries, failed applications, and tiny breakthroughs. There is no singular way we can facilitate this process.

We can, however, appreciate the widest range of research, from the most theoretical to quite specific, and make sure that this wide range is valued. This approach underlies our continuing support of research in the University of California, and our new recommendation that California State University scholars play a more direct role in California's regional development. This last element is, in some sense, a ratification of what the California State University has been doing for years. Its professional educational, agricultural and scientific programs have a long history of providing necessary personnel, ideas, and applications. This should continue.

While not directly engaged in research, the community colleges also can participate in local and regional planning efforts. Such participation would facilitate better academic and vocational program planning, assist local economic development planners in knowing the educational resources available in local areas.

In general, then, we support initiatives in the three segments of public higher education to make themselves available to participate in local, regional, and state planning efforts. As critical elements in the "new economic infrastructure" they can join local community groups, labor, and business to ensure that economic and social development is a process of maximum participation.

Accordingly we recommend that

//56// **Each governing board of the segments of California's higher education shall develop plans and programs to assure the widest and most appropriate participation of faculty, staff, and students in local, regional, and statewide economic and social development initiatives.**

Next, we need to recognize an emerging problem in research funding. And, we have to acknowledge the need for a more explicitly "California Agenda" for a portion of the research undertaken in California's institutions of higher education.

The threatening problem in research funding stems from the central role being played by federal research dollars in California's university research. The total federal expenditure for research in the top eight California research institutions equalled $884 million in 1986, roughly 16 percent of all federal dollars spent in the top 100 research schools in the nation. The federal government supplies roughly half of the University of California's research dollars, if we exclude the annual appropriation for the weapons research labs (it is sobering to recognize that the annual federal expenditure for the labs is now over 2 billion dollars, and exceeds the University's instructional budget).

There are two problematic dimensions to this federal expenditure. First, while the state provides a healthy research support to the University of California (roughly $180 million), there is a real and significant dependency upon federal funding. Changes in federal research spending, particularly in times of budget austerity, will likely shrink monies available for our universities. This problem will be exacerbated when the monies are concentrated in areas most vulnerable to changing political opinions.

Second, the distribution of federal research dollars follows nationally determined priorities. While the aggregate amount has grown significantly in the past decade, this is entirely due to the growth in defense-related expenditures. When defense-related research in the universities doubled, dollars for environmental and health research dropped in half. The result is that now

Stanford gets more than 20 percent of its research dollars from defense, the University of Southern California over 30 percent, and the University of California about 11 percent. (This emerging dependency on defense-related spending is not unique to the universities, of course. The Governor's Economic Development Corporation points out that defense spending buys 7.8 percent of all economic output in California, 57.5 percent of aerospace output, 14 percent of electronic components, 22.6 percent of communications production.)

Very few people believe that current levels of federal defense-related spending, including research spending, will continue into the next decade. Indeed, the Governor's Economic Development Corporation formally identifies "Reduction in Federal Defense Spending "as one of the four critical "Challenges" facing California in the next 20 years. Speaking of the economy, they argue that "...inevitably, we will have to manage abrupt reductions in the demand for defense products and therefore in the skills and deployment of our workforce."

The dislocation in our economy will be mirrored to some extent in our research institutions. And there is no assurance that reduction in federal research in one area will be accompanied by increases elsewhere. The result could be a net loss.

But it is also an opportunity to define a more focused agenda for California, to put issues of importance to California on the foreburner of our researchers. In the environmental sciences alone there is a need for more understanding of ground water toxics, air pollution, the management of industrial waste, and other matters of social life and death. Across the sciences and the humanities there are topics worthy of study.

Under the current situation, the basic research agenda in certain of the sciences and engineering in our universities is increasingly determined by one set of federal budget priorities. We often hear research agendas discussed as if they obeyed a version of the free market: the faculty will study what they determine to be the deepest problems of their science or their field. This is no doubt true of many scholars. But in a research environment in which the dollars are available in one area and not in another, agendas are set by the requests for proposals as well as the freewheeling mind of the scholar.

In view of this, we have heard proposals for uniquely Californian research funding institutions which could identify compelling issues of public moment and need. The California Postsecondary Education Commission recommended, in 1985, that

> The State should establish a Council for Research and Technological Development to assist in identifying State research and development priorities, coordinate efforts in these areas, and advise the Governor and Legislature on appropriate and necessary levels of state funding for research.

There have been recent legislative initiatives which address much of this concern in the areas of science and technology. Legislation in 1988 (SB 223, Garamendi, and AB 4260, Quackenbush) created the California Competitive Technology program in the Department of Commerce and the Competitive Technology Advisory Committee, to determine research priorities and fund projects in the areas of technology and science. Similarly, ACR 162 (1988, Farr) requested the creation of the California Science and Technology Council, chaired by the President of the University of California and engaging the leadership of California's research institutions, to help determine broad research priorities in these areas.

These initiatives are a welcome boon to the state. There is, we believe, the further need for companion initiatives in the areas of humanities and the arts, where research, scholarship and creative activity can be supported in projects in the state's interest. We are normally loath to propose yet another institution, yet our own analysis demonstrates that beyond advice is the need for directed funding. And such funding ought to come from an independent body.

Accordingly, we propose the development of a "California Arts and Humanities Foundation."

The Foundation would be an independent public body, governed by a public Board of Trustees and funded through an annual General Fund appropriation. It would actively seek private and foundation funding in an effort to generate a broad financial base. The Board of Trustees would have a membership of fifteen, composed of public appointees, as well as representatives from California's universities and colleges. The Board shall be advised in its deliberations by a "Regional Congress" of representatives from different areas of the state. This group would be broadly representative of the ethnic, labor, business, and immigrant communities.

The Board shall determine, in consultation with the Regional Congress, a three-year research agenda. The agenda shall be based on an assessment of the research needs of the state of California, in the areas of the arts, humanities, and culture, taking into consideration existing and on-going research programs in both public and private institutions. The agenda shall consist of a relatively discrete list of topics in the public interest.

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Funding for the Foundation shall be on an annual basis, initially with a ten million dollar appropriation. The Foundation shall employ a permanent staff to conduct its business, but much of the substantive work shall be borne by volunteer peer-review panels. Upon the development of a research agenda, the Foundation shall accept requests for funding -- on a publicized schedule -- and then convene peer-review panels to choose grant proposals for funding.

We want to acknowledge at the outset that this proposal is not intended to draw upon current research funding appropriated to the University of California. Indeed, we are convinced that the annual research appropriation to the University of California serves an absolutely essential function. The unencumbered block appropriation for research gives the university needed flexibility to determine its own research agendas, as well as offset demands made by national and state agencies. Our proposed Foundation would provide another counterbalance aiming at California issues.

Further, we do not intend the Foundation to compete with the University of California's California Policy Seminar. The Seminar provides an essential, if only modest, source of funds, exclusively for University of California researchers concerned with state issues. This program should continue and expand. The Foundation, in contrast, would provide much greater research funding for scholars from all institutions.

Finally, the California State University's new mission statement authorizing research on issues relating to California, and directing the CSU campuses to a greater attention to issues local and regional, ought not to be understood to be dependent upon funding through this Foundation. That is, programs in support of the California State University's mission ought be funded through their budget. Faculty and staff at the California State University would be eligible to apply for Foundation funding, of course, as would any other competent researcher or scholar.

Accordingly, we recommend that

//57// There shall be formed a California Arts and Humanities Foundation, for the purposes of funding research projects on the state's general public interest. The Foundation shall be governed by a publicly appointed Council, with additional representatives from the public and private university and college segments, and shall be funded through the annual budget of the State of California. The Council shall determine a substantive research agenda, based

on analysis of current research and advised by an Advisory Congress representing the diverse regions and peoples of California, and shall use a peer review system to distribute funds to worthy projects.

The California Postsecondary Education Commission shall conduct a review of the Foundation and its work, including a review of the research completed through Foundation efforts, and the relationship between such research and other research efforts undertaken in the state, and shall report to the Governor and the Legislature on a biennial basis.

IX. CONCLUDING COMMENT

This is the vision and the challenge we present to the Legislature and the Governor, to our Universities and Colleges, to our Faculties and our Students, and to the people of California. We expect and we ask a great deal, for our need is no less.

In concluding, we join the Master Plan Commission in acknowledging that the costs of significant reform are high, but that the price of not meeting California's needs is far higher. We face what the California Economic Development Corporation calls a choice between "two futures -- one that we can achieve and the other that 'business as usual' will bring us." This private sector group goes on to argue that "'business as usual' will not maintain California's leadership position," and that choosing the healthy option will require "wise investments" on all our parts.

We are committed to making that investment in education, thereby ensuring that all Californians have the resources to fully participate in California's future. A failure to invest now will cost us much more in a lagging economy, an inadequately educated workforce, and the rising costs of law enforcement, public assistance, and other social programs. This is not acceptable. Our social and moral commitments to expanded educational success are joined, then, by hardheaded economic necessity.

At the same time, we are committed to the most efficient organization and management of the many reform initiatives we have proposed. Indeed, we have reiterated recommendations made by the Master Plan Commission concerning efficiency, budgetary oversight, and long range planning. Even so, candor compels facing the hard reality that reform will cost money, especially when it is tied to an expansion of programs, services, and facilities adequate to meet the growing needs of California. The Master Plan Commission concluded its report by reminding us of California's earlier decision to invest in higher education.

> Nearly three decades ago, in the face of projected sharp increases in cost, the authors of the 1960 Master Plan were confident that "whatever is required in the future to offer qualified students an efficient program of higher education will be provided by the citizens of the state." The members of this Commission share that confidence today.

The Master Plan Commission goes on, however, to make an important observation, that Article XIIIB of the California Constitution establishes a limit on state and local spending that will make it difficult, if not impossible, to carry out effective reforms in education. Faced with this threat, the bipartisan Commission ends its report by saying that "Californians will be called upon to choose between repealing or modifying Article XIIIB or abandoning their traditional commitment to educational opportunity. We believe that they should not abandon that commitment."

We believe as well that Californians will not abandon their commitment. The stakes are too high. We invite every Californian to join with us in sustaining and strengthening California's system of higher education into the 21st Century.